

# **RICHMOND POLICE DEPARTMENT**



## **EMERGENCY OPERATIONS PLAN**

### **A Guide for Department Personnel**

Guidelines for Handling Critical Incidents and Unusual Occurrences

General Order 10-1

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Chief of Police or Designee

4/20/2010

*This Plan is Prepared and Updated by the Richmond Police Department Special Events Division  
Under the Approval of the Chief of Police  
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## Statement of Purpose

This manual will establish operational and administrative measures required for emergency operation. It will outline measures the department will take to respond effectively in the event it becomes necessary to mobilize additional personnel and resources to resolve an emergency, unusual occurrence and/or critical incident.

Mobilization and Restructuring will be in accordance with the Incident Command System (ICS/NIMS) as set forth and defined by the guidelines outlined in this Statement of Purpose.

1. Unusual occurrences/critical incidents connote situations, generally of an emergency nature, that result from disasters - both natural and man made - and civil disturbances.

a. Disasters include floods, hurricanes, earthquakes, tornadoes, explosions, and terrorist events.

b. Civil disturbances include riots, disorders, and violence arising from dissident gatherings and marches, rock concerts, political conventions, and labor disputes.

2. The Chief of Police will exercise command and control over all civil law enforcement resources committed to unusual occurrence operations within the jurisdiction of the Richmond Police Department.

3. The OIC of Support Services or his/her designee shall serve as the Operations Chief. The Operations Chief will be responsible for:

a. Planning for response to unusual occurrences/critical incidents

b. Maintaining a liaison with civil defense authorities and coordinating the plan's contents with all affected agencies

c. Maintain and develop situation maps available for use in plotting operational commitments during unusual occurrences/critical incidents

d. Maintaining contact with the officer in charge of the scene of the unusual occurrence for purposes of ensuring proper response procedures are being followed.

e. Maintaining Unusual Occurrence/Critical Incident response plans.

4. Each Commanding Officer will be responsible for ensuring that all equipment under their control and designated for use in emergency/unusual occurrence/critical incident situations is inspected for operational readiness on a quarterly basis.

5. Enabling legislation exists that permits responsible and preventive action by law enforcement authorities during emergency situations, as follows:

a. Title 44, Military and Emergency Laws, Chapter 3.2 - Emergency Services and Disaster Law, Code of Virginia, provides general guidance for response by controlling agencies.

b. Sections 15.2-1724 through 15.2-1730, Code of Virginia, deals with mutual aid agreements.

c. Section 15.2-925, Code of Virginia, deals with regulation, etc., of assemblies or movement of persons or vehicles under certain circumstances.

- d. Section 18.2-404 through 18.2-414.2, Code of Virginia, deals with riot and unlawful assembly.
- e. Section 15.2-1725, Code of Virginia, deals with the power of police regarding property owned by the city beyond its territorial limits.
- f. Title 32.1, Health, Chapter 2 Disease Prevention and Control, Code of Virginia, Section 32.1-42 through 32.1-49.
6. If requested, the Richmond Police Department will provide aid to another jurisdiction pursuant to the Code of Virginia and/or existing agreed mutual aid agreements. (Refer to Appendix D)
7. The Commanding Officer of the Special Events Division, or designee, is responsible for writing and the annual review of the Emergency Operations Manual.
8. This manual and all Richmond Police Department written directives shall be distributed to all members of the Richmond Police Department and all affected personnel shall receive documented annual training on the plan. Commanding Officers of each organizational component shall be responsible for maintaining copies for reference within their commands.

## **Richmond Police Department: Emergency Operations Plan**

### **Introduction**

The Richmond Police Department provides for the safety of citizens and security of property during public emergencies. This plan prescribes the procedures for the command, control, and coordination of City law enforcement personnel to support emergency operations within the City. It also establishes interagency relationships between the Richmond Police Department (RPD), other City departments and supporting agencies.

### **Scope**

This plan guide provides management and coordination details for municipal law enforcement activities within the City. It outlines personnel, equipment, and security support for City agencies during public emergencies. The plan operationalizes the integration of RPD with the City's Emergency Operations Plan (EOP). The plan provides direction for the execution of crisis management activities for the department.

Department members shall be responsible for the following:

- Coordinating law enforcement services
- Providing security for shelters with the assistance of the Sheriff's Office
- Assisting with evacuation and traffic control issues
- Controlling access to affected areas
- Providing aviation support for damage assessment
- Coordinating with federal, state, local, and military agencies
- Establishing and implementing re-entry policy
- Managing evacuation and sheltering traffic movement
- Coordinating animal control issues

## **Implementation**

The Richmond Police Department will implement emergency operations in accordance with the Incident Command System (ICS) structure as outlined in this plan.

## **Situation**

### **Condition**

RPD and other City support agencies must be prepared and ready to respond to emergency situations at all times. Some emergencies can be anticipated, planned for, and managed, while others can arise without warning. A well-coordinated and executed plan will help ensure that any emergency situation is managed effectively to reduce the effects of the emergency.

### **Planning Assumptions**

- There may be little or no warning before the onset of an event or emergency.
- The Mayor of the City of Richmond has sufficient legislative authority to act during public emergencies to preserve the public peace, health, and safety of the citizens of the City.
- In a public emergency, law enforcement resources may be directly impacted and potentially degraded. In the event that the City cannot effectively control the situation, the Mayor can request federal or state assistance through proper channels and statutory guidelines.

## **Concept of Operations**

### **General**

When an emergency situation is anticipated or erupts, The Richmond Police Department will employ the Emergency Response Plan Matrix. The Emergency Response Plan Matrix is a means of alerting all personnel that an unusual occurrence is either anticipated or already on going. The Matrix serves as a guideline for expected action, but does not limit additional actions deemed necessary by the Richmond Police Department. Conversely, not every action listed within a Response Level may necessarily be utilized. The Chief of Police or designee may choose the action(s) to be implemented based on the totality of the circumstances, current intelligence, and the real or perceived threat to public safety.

When an emergency situation is anticipated or erupts, RPD will dispatch personnel to the affected area. As appropriate, RPD will establish mutual aid liaisons and assess the situation. Responding personnel will coordinate any requests for additional law enforcement resources and make requested resources immediately available.

Coordination of the use of other city, state, and federal law enforcement agencies will be managed by RPD. Should the situation escalate or require additional law enforcement resources from outside the affected area, such resources will be dispatched in conjunction with the support agencies. The RPD will provide all necessary security to the Richmond Fire and Emergency Medical Services, medical personnel, and public utility personnel while performing emergency tasks.



When a public emergency is caused by a terrorist act, RPD leads crisis management coordination for the City, including close coordination with the Joint Terrorism Task Force (JTTF) which includes the Federal Bureau of Investigation (FBI), U.S. Secret Service (USSS), Henrico Police Department (HPD), Chesterfield Police Department (CPD), Alcohol Tobacco and Firearms (ATF), Virginia State Police (VSP), the National Guard, U.S. Air Marshall Service, the Department of Defense (DOD), the Virginia State Department and all other federal agencies and organizations as necessary. The FBI will be the lead federal agency for crisis management, and the Federal Emergency Management Agency (FEMA) will be the lead federal agency for consequence management.

Department members shall adhere to the command and control guidelines as described in this plan. Personnel shall receive operational guidance in accordance with the department's Incident Command System (ICS).

### **Organization**

The Richmond Chief of Police or designee shall direct and control all police operations and activities relating to the management of the public emergency. An Emergency Operations Center (EOC) will be established enabling the Chief to:

- Monitor, assess and coordinate police field operations
- Receive reports from police commanders
- Maintain logs on essential elements of information relating to arrests, injuries, deaths, personnel distribution, traffic control, and property damage
- Initiate requests for law enforcement assistance under existing required mutual aid agreements
- Coordinate through the Emergency Operations Center (EOC) all requests from non-law enforcement for resources and/or equipment required for other City government agencies, the federal government, or the private sector
- Brief the Mayor and other government officials on the status of events and the measures being taken to bring the emergency under control
- Ensure adequate police coverage is provided to all neighborhoods.

### **Notification**

Upon notification of a public emergency, RPD will alert appropriate personnel and provide staff for Emergency Operation Center (EOC) to facilitate communication and assist the Virginia Department of Emergency Management (VDEM) in the coordination of RPD activities with the overall City response. RPD liaisons will be posted at the EOC and at other command and control sites, as directed.

In conjunction with VDEM and with appropriate other primary agencies and support agencies, RPD will make a rapid initial assessment of the situation and, as appropriate, notify and activate one or more additional support agencies. Department resources will be deployed as necessary in accordance with this plan.

### **Communications**

During unusual occurrences and civil disturbances, the City of Richmond Division of Emergency Communications (DEC) will serve as the hub for the communications needs of all government agencies involved. These needs may include:

- a. Notification of appropriate key officials in the police department and other agencies.
- b. Dispatch of emergency personnel and equipment as requested by on-scene personnel.

- c. Dedication of adequate radio frequencies for the exclusive use of those involved in the occurrence.
- d. Dissemination of additional, pertinent information as it is received.
- e. Serve as the contact point for other agencies (e.g. military, medical facilities, mutual aid pact implementation, etc.).

Communications will take place on a channel declared by the Incident Commander and cleared for such use by the Division of Emergency Communications. In the event of a department mobilization and the declaration of separate field commands to support the resolution of the incident, separate channels will be utilized for the various commands to promote communication among officers and supervisors with similar missions (i.e. Traffic, Intelligence, Logistics, etc.)

Incidents that require responses by several different agencies present special problems regarding communications. As provided in the Richmond Police Department Mobilization Plan, the Logistic Field Commander will be responsible for issuing radios to officers from agencies that utilize radio systems that are not compatible with those utilized by the Richmond Police Department.

In the event of a partial or total loss of communications, the procedures outlined in the City of Richmond Emergency Management Plan, specifically Appendix VII and IX, located in Support Annex 11, shall be followed.

### **Public Facility Security**

Sworn personnel not assigned to the occurrence may be assigned from the Logistics Command to secure public facilities adjacent to the area of the incident to ensure the maintenance and continuation of essential public services. Assisting agencies may be assigned to the task, which includes the security of all involved vehicles and equipment.

### **Traffic Control**

The Incident Commander or the designated Operations Section Chief shall be responsible for assigning an adequate number of personnel and resources to either promote the flow of traffic prior to an Unusual Occurrence, or to control traffic during the response to an Unusual Occurrence.

### **Equipment Availability**

The Richmond Police Department has a variety of standard and specialized law enforcement equipment available, which may be utilized in an unusual occurrence, including equipment located at each of the precincts and Special Operations. All such equipment shall be maintained and inspected for operational readiness in accordance with General Order 7-22 (Inspections.)

### **De-Mobilization Procedures**

As the unusual occurrence or civil disturbance is resolved and circumstances warrant, the Incident Commander or Department Commander shall make determinations as to relief of department personnel and resources. During mobilizations for major incidents, demobilization plans will be the responsibility of the Planning Section Chief. Whenever possible, law enforcement assisting from other jurisdictions and military personnel will be relieved first.

## **Responsible Agencies**

### **Primary City Agency**

**Richmond Police Department (RPD)**—RPD will be in direct liaison with the VDEM and other city agencies via the EOC in order to coordinate interagency responses to any emergencies that may arise. RPD will keep the VDEM apprised of police operations with regular status reports to the EOC. All emergency police responses for major incidents or other critical situations shall be coordinated through the RPD EOC.

RPD will be responsible for the delivery of both emergency and non-emergency police service to the public. If necessary, the entire department will be fully mobilized to ensure a continuity of service and effective police response in the event of an emergency or other critical situation.

### **Support Agencies**

**Richmond Fire and Emergency Medial Services Departments (RFEMS)** —RFEMS is the primary agency for the suppression of fires, hazardous materials and arson investigation. RFEMS will perform search and rescue operations and coordinate that activity with the RPD and other appropriate agencies.

**Virginia Department of Emergency Management (VDEM)** —The operational command and control for consequence management in any public emergency is the EOC operated by VDEM. A liaison from VDEM will be provided to the EOC. A liaison from RPD will be assigned to the EOC as a representative of RESF:LE to ensure effective and seamless communication between the two command and control centers.

**The Richmond Sheriff's Office (RSO)** —The Sheriff's Office will direct operations inside the correctional center affected by any public emergency. The Sheriff's Department will coordinate all actions necessary to restore the institution to normal operations. RPD will coordinate operations outside of the facility.

**City of Richmond Public School System (RPS)** —RPS will coordinate with RPD to ensure the safety of the system's students, faculty, and staff as well as to protect the school facilities and other RPS properties.

**Department of Public Works (DPW)**—DPW will assist RPD and VDEM via communication and contact with the Emergency Coordinator in the DPW.

**Richmond Redevelopment and Housing Authorities (RRHA)**—RRHA will coordinate with RPD to ensure public safety at housing sites is addressed.

**Traffic Engineering/Operations (TEO)**-TEO will respond to the affected areas and provide coordinated assets to help manage or mitigate traffic congestion issues. TEO shall provide variable messages signs, barricades and other traffic control devices to ease traffic control management.

**Virginia Department of Transportation (VDOT)**—VDOT will help identify traffic posts, develop evacuation routes, identify staging areas, and establish access routes for emergency vehicles on the states roadways.

**Office of the Chief Medical Examiner (OCME)**—OCME will respond to the scene and provide coordination of mass fatality efforts, including investigating, establishing temporary morgue(s), coordinating transportation of

remains, performing postmortem examinations and identifications, securing evidence, certifying cause and manner of death, and releasing remains.

**Office of the City Attorney—** Office of the City Attorney will provide legal advice and take legal action for the supporting agencies, unless lawyers in the supporting agencies normally perform these functions for their agencies. Office of the City Attorney will provide legal advice and take legal action for the City government.

**Office of the Commonwealth Attorney—** Office of the Commonwealth Attorney will provide legal advice and take legal action for the supporting agencies, unless lawyers in the supporting agencies normally perform these functions for their agencies. Office of the Commonwealth Attorney will provide legal advice and take legal action to prosecute criminal violations.

### **Lead Federal Agency**

**U.S. Department of Justice (DOJ)—**The Department of Justice will be the lead federal agency for the City and will provide direct, technical, and other support to the City through the counterpart primary city agency—in this case, RPD. Upon the declaration of an emergency or major disaster by the President, under the authority of the Robert T. Stafford Disaster Relief Act as Amended, April 1999, the Federal Response Plan (FRP) will be implemented by the Federal Emergency Management Agency (FEMA) and other federal departments and agencies. Initially, these agencies will operate out of the FEMA Regional Operations Center (ROC). Later, when the Disaster Field Office (DFO) is established near the disaster area, the agency RESF representatives that comprise the Emergency Response Team (ERT) will be in the EOC.

### **Support Annex - 1: Definitions & Acronyms**

#### **DEFINITIONS**

**Active Shooter --** An armed person who has used deadly force on other persons and aggressively continues to do so while he/she has unrestricted access to additional victims. An incident in which the subject has shot victims but is no longer shooting when police arrive is still considered an active shooter situation. An active shooter requires immediate action and rapid deployment and therefore, does not incorporate Hostage/Barricaded Suspect tactics.

**Amateur Radio Emergency Services (ARES) –** A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed.

**Barricaded Subject –** An (often armed) individual believed to have been involved in a criminal act or is a significant threat to the safety of citizens and police; in a position of concealment; or is contained in an open area and the presence or approach of police officers could precipitate an adverse reaction by the suspect; and the suspect refuses to submit to arrest. These situation have a high potential for serious injury or death , and result in unsafe conditions for the officers on the scene.

**Bomb Squad --** A team composed of police personnel that are specially trained and equipped to handle explosive incidents

**Civil Disturbance -** An unlawful assembly that constitutes a breach of the peace or any assembly of three or more persons where there is imminent danger of collective violence, destruction of property or other unlawful acts. Civil Disturbances include riots, disorders, and violence arising from dissident gatherings and marches, rock concerts, political conventions and labor disputes. Primary importance in any civil disturbance is defusing the situation and restoring order.



Officers must be able to respond to any civil disturbance, isolate it from the remainder of the community, protect life and property and maintain control.

**Command Post** – A centralized staging area used to coordinate an emergency situation

**Consequence Management** – Measures taken to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. State and local governments exercise primary authority to respond to the consequences of terrorism. (Source: FRP Terrorism Incident Annex, page TI-2, April 1999). The Federal Emergency Management Agency (FEMA) has been designated the lead federal agency (LFA) for consequence management to ensure that the Federal Response Plan is adequate to respond to terrorism. Additionally, FEMA supports the Federal Bureau of Investigation (FBI) in crisis management.

**Crisis Management** – This is the law enforcement aspect of an incident that involves measures to identify, acquire, and plan the resources needed to anticipate, prevent, and/or resolve a threat of terrorism. The FBI is the LFA for crisis management for such an incident. (Source: FBI) During crisis management, the FBI coordinates closely with local law enforcement authorities to provide successful law enforcement resolution to the incident. The FBI also coordinates with other federal authorities, including FEMA. (Source: FRP Terrorism Incident Annex, April 1999)

**Critical Incident** – An occurrence or event, natural or human –caused, which requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response, such as major planned events and law enforcement incidents

**Crowd Management Commander:** The Commanding Officer of Special Operations or, in his absence, the Command Duty Officer, or in his absence the appropriate Precinct Commander, exercising line command over a given geographic area of responsibility.

**Crowd Management Team Platoon:** A Crowd Management Team Platoon is comprised of four crowd management squads and commanded by a Lieutenant. All teams will be composed of officers from various divisions within the police department. The Richmond Special Events Division is also a part of the Crowd Management Team and will support the Crowd Management Team with Mounted, Motor, Aviation, and Traffic Officers as needed. It will be up to the discretion of the Incident Commander to activate teams as needed. The concept of the Crowd Management Team Platoon has, as its focus, the ability to provide a high-profile response to significant disturbances/isolated problems and then return to a standby mode. The staffing, command and control, training and equipment of the Crowd Management Team is designed to provide an effective response to looting, rescue of trapped or downed officers/citizens, terrorist activities or disturbances caused by large groups of disorderly persons, when these incidents cannot be remedied by conventional police methods.

**Crowd Management Squad:** An interrelated group of officers who are specifically trained in crowd management tactics, shield tactics and chemical agents. A squad consists of twelve (12) officers and one (1) sergeant. Each squad is designed to be self-sufficient and may operate independently or as part of a platoon.

**Department Commander:** The Chief of Police or senior command officer acting in his place.

**Designated Investigative Liaison** – The police officer designated to coordinate the investigation between the Department of Fire and Emergency Services, Division of Emergency Communications (DEC) and the RPD. The Officer in Charge of the Special Investigations Division or designee shall designate the Investigative Liaison



**Disaster Field Office** – The primary field location for the coordination of federal response and recovery operations.

**Disaster Medical Assistance Team** – A group that stabilizes and transports victims of disasters.

**Disaster Mortuary Response Team** – A group that provides victim identification and mortuary services.

**Emergency Alert System (EAS)** – A system established by the FCC in November of 1994 to replace the Emergency Broadcast System (EBS) as a tool the President and others might use to warn the public about emergency situations.

**Emergency Broadcast System (EBS)** – A system replaced by the EAS that was composed of AM, FM, and TV broadcast stations; low-power TV stations; and non-Government industry entities operating on a voluntary, organized basis during emergencies at national, state, or operational (local) area levels.

**Emergency Coordinating Officer (ECO)** – A person who manages the functions of the Emergency Operations Center.

**Emergency Operations Center (EOC)** – A secure location to determine situational status, coordinate actions and make critical decisions during emergency and disaster situations

**Federal Radiological Emergency Response Plan (FRERP)** – Provides an organized and integrated capability for timely, coordinated response by federal agencies to peacetime radiological emergencies.

**Federal Radiological Monitoring and Assessment Center (FRMAC)** – An operations center usually established near the scene of a radiological emergency from which the federal field monitoring and assessment assistance is directed and coordinated.

**Federal Response Plan (FRP)** – The FRP establishes a process and structure for the systematic, coordinated, and effective delivery of federal assistance to address the consequences of any major disaster or emergency declared under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 U.S. Code [USC], et seq.). The FRP Terrorism Incident Annex defines the organizational structures used to coordinate crisis management with consequence management. (Source: FRP Terrorism Incident Annex, April 1999)

**Geographic Information System (GIS)** – A computer system capable of assembling, storing, manipulating, and displaying geographically referenced information, i.e. data identified according to their locations.

**Hazard Mitigation Grants Program (HMGP)** – A program administered by the FEMA to provide grants to States and local governments for implementing long-term hazard mitigation measures after a major disaster declaration.

**Hazardous Materials** – Materials designated to be hazardous in accordance with the federal Hazardous Materials Transportation Act, as amended, (49 U.S. Code 5101 et seq.) and which require placarding when transported by motor vehicle as provided in the federal Hazardous Materials Regulations (49 C.F.R. Part 172, Subpart F); also including any quantity of any material listed as a select agent or toxin in federal Public Health Service Regulations at 42 C.F.R. Part 73

**Hazardous Substances** – All material or substances which now or hereafter are designated, defined or characterized by law or regulation of the Commonwealth or regulation of the United States government

**Hostage** – A person held against their will by a perpetrator that intends to use the safety of the subject to their advantage

**Hostage Negotiations Team** – A team composed of police personnel that are specially trained and equipped to intervene in high-risk situations

**Incident Command System (ICS)** – A model for disaster response that calls for the use of common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span-of-control, pre-designated facilities, and comprehensive resource management.

**Incident Commander:** In the event of a total departmental mobilization under the Priority One Alert, the Department Commander (Chief) will designate two Incident Commanders to share twenty-four hour overall responsibility as Incident Commander. All assigned Section Chiefs (Operations, Planning, Logistics and Finance) will report directly to the Incident Commander. For events requiring less than full mobilization, the senior officer present will assume the duties of Incident Commander until relieved by appropriate personnel.

**Investigative Commander** -- The individual responsible for developing information on the principals involved in the incident, securing evidence for prosecution of suspect(s), oversee search warrants if applicable, and for liaison with other law enforcement agencies as directed by the Chief of Police or Incident Commander. The Investigative Commander is the ranking Detective Supervisor on the scene.

**Lead Agency** – The federal department or agency assigned lead responsibility under U.S. law to manage and coordinate the federal response in a specific functional area. Lead agencies support the overall lead federal agency (LFA) during all phases of the response.

**Lead Federal Agency (LFA)** – The agency designated by the President to lead and coordinate the overall federal response is referred to as the LFA and is determined by the type of emergency. In general, an LFA establishes operational structures and procedures to assemble and work with agencies providing direct support to the LFA in order to provide an initial assessment of the situation, develop an action plan, monitor and update operational priorities, and ensure each agency exercises its concurrent and distinct authorities under U.S. law and supports the LFA in carrying out the President's relevant policy. Specific responsibilities of an LFA vary according to the agency's unique statutory authorities.

**Mass Arrests** -- When the number of persons to be arrested in a single incident exceeds the Department's ability to perform normal arrest, booking, and reporting procedures

**Mitigation** – Those actions (including threat and vulnerability assessments) taken to reduce the exposure to and detrimental effects of a weapons of mass destruction (WMD) incident.

**Mobile Command Center** – A specialized 40 foot long vehicle used for both emergency and non-emergency purposes

**Preparedness** – Establishing the plans, training, exercises, and resources necessary to achieve readiness for all hazards including WMD incidents.

**Recovery** – Recovery, in this document, includes all types of emergency actions dedicated to the continued protection of the public or promoting the resumption of normal activities in the affected area.

**Render Safe Procedure (RSP)** – The safe procedure that is taken to make safe a possible explosive incident.

**Response** – Executing the plan and resources identified to perform those duties and services to preserve and protect life and property as well as provide services to the surviving population.

**Section Chiefs:** The appropriate personnel exercising line command over a given area of responsibility or in charge of one of the major components of the Incident Command System.

**Special Operations** – Encompasses the use of a tactical team, negotiation with hostage takers or barricaded persons, coverage of special events, protection of VIPs, and conducting search-and- rescue missions

**Special Weapons and Tactics (SWAT) Team** – A team composed of police personnel that are specially trained and equipped to intervene in high-risk situations

**Support Commander** – The individual responsible for coordinating traffic and crowd control as well as overall support for the operation. The Support Commander is the Captain of SED or his/her designee.

**Tactical Commander** – The individual responsible for control of the tactical Command Post and SWAT actions in conjunction with the Hostage Negotiators . The Tactical Commander is the OIC of the SWAT Team.

**Terrorism** – The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Domestic terrorism involves groups or individuals who are based and operate entirely within the United States and U.S. territories without foreign direction and whose acts are directed at elements of the U.S. government or population.

**Weapons of Mass Destruction (WMD)** – Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounce, or mine or device similar to the above; poison gas; weapon involving a disease organism; or weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a as referenced in 18 USC 921).

## ACRONYMS

**EOP** – Emergency Operations Plan

**DEC** – Division of Emergency Communications

**DEM** – Department of Emergency Management

**EOC** – Emergency Operations Center

**FBI** – Federal Bureau of Investigations

**FEMA** – Federal Emergency Management Agency

**ICS** – Incident Command System

**EOC** – Emergency Operation Center

**UO** – Unusual Occurrences

**RFEMS – Richmond Fire and Emergency Medical Services**  
**Support Annex - 2: Mobilization Plan**

**Purpose**

To establish a plan for mobilization of police response to major incidents as defined by the Richmond Police Department Emergency Operations Plan.

**Preparation**

Each command will establish a 12 hour emergency contingency schedule for all the essential personnel (TO INCLUDE CIVILIAN PERSONNEL AS APPROPRIATE) in their command. The 12 hour emergency contingency schedule shall be updated twice a year (April and September) or as needed. The schedule should be posted or provided to the all effected personnel.

Variables to be taken into consideration but are not limited to the following:

- a) Special duties, such as Mobile Tactical assignments
- b) If possible, attempt to keep all officers close to their original assignment/schedule
- c) If possible, attempt to assign officers with their administrative supervisor
- d) Determine those officers who have spouses in the Department and ascertain their need to work opposing shifts

As police personnel, SWORN AND CIVILIAN members are subject to duty during a large-scale incident or a natural or man-made disaster, it is suggested that they make advance plans for being absent from home. In the event of a predicted hurricane, it is the employee's responsibility to monitor the hurricane's approach and make any necessary adjustments. Each employee must recognize the potential for working extended periods beyond normal shifts and should consider the following:

- A. Sheltering of immediate family members with other family members, friends or in the City of Richmond Public Safety Respite Centers Annex, (Tab H).
- B. Maintaining A MINIMUM OF FIVE (5) DAYS OF supplies in the home (food, cooking equipment, flashlights, batteries, drinking water, etc.)
- C. Securing personal property.

**Alert Levels**

**Emergency Response Plan Matrix:** When an emergency situation is anticipated or erupts, The Richmond Police Department will employ the Emergency Response Plan Matrix. The Matrix contains general actions that may be taken when each Response Level is implemented. It is modeled after the U.S. Department of Homeland Security threat matrix. The Matrix serves as a guideline for expected action, but does not limit additional actions deemed necessary by the Richmond Police Department. Conversely, not every action listed within a Response Level may necessarily be utilized. The Chief of Police or his designee may choose the action(s) to be implemented based on the totality of the circumstances, current intelligence, and the real or perceived threat to public safety.

These response levels, adapted from the U.S. Department of Homeland Security, are divided into five phases as follows:



## RICHMOND THREAT DESIGNATION RESPONSE LEVELS

### **SEVERE**

A MAJOR THREAT TO PUBLIC SAFETY IS IN PROGRESS OR HAS OCCURRED

### **HIGH**

INFORMATION / INTELLIGENCE INDICATING A MAJOR THREAT TO PUBLIC SAFETY IS IMMINENT

### **ELEVATED**

A SIGNIFICANT POSSIBILITY OF A MAJOR THREAT TO PUBLIC SAFETY

### **GUARDED**

A GENERAL RISK TO PUBLIC SAFETY WITH NO CREDIBLE THREATS TO SPECIFIC TARGETS

### **LOW**

NO CREDIBLE RISK OF A THREAT TO PUBLIC SAFETY, ROUTINE SECURITY IS IMPLEMENTED, NORMAL DEPARTMENTAL ACTIVITIES



1. **Response Level (Green):** No credible risk of a threat to public safety. Routine security is implemented, normal departmental activities.

2. **Response Level (Blue):** A general risk to public safety with no credible threats to specific targets. Routine security, normal departmental activities. Review and update the recall list for all members of the department.

3. **Response Level (Yellow):** A predictable or significant possibility of a minor threat to public safety.

**a. Personnel**

- (1) All facilities will be open with manned checkpoints.
- (2) There will be 100 percent ID check.
- (3) There will be 100 percent verification of all deliveries, including plain-view search.
- (4) All members will be alert for suspicious packages or persons.

**b. Facilities**

- (1) All facilities will open with manned checkpoints.
- (2) There will be 100 percent ID check.
- (3) There will be 100 percent verification of all deliveries, including plain-view search.
- (4) All members will be alert for suspicious packages or persons.

**c. Operations**

- (1) On-duty personnel are primarily used.
- (2) Limited recall may be required.
- (3) Members may be held over.
- (4) There may be limited early dismissal of non-essential personnel.
- (5) Personnel leave may be authorized.

4. **Response Level (Orange):** Information/intelligence indicating that a serious threat to public safety is imminent

**a. Personnel**

- (1) Department personnel will be partially or fully mobilized through recall of selected sworn and essential civilian members by phone and media.
- (2) Members on leave or day off shall contact their command.
- (3) Selected sworn civilians may be placed on 12-hour shifts.
- (4) Sworn members will be in uniform (except undercover and other selected members).
- (5) Days off will be cancelled.
- (6) Optional leave will be suspended.

**b. Facilities**

- (1) All facilities will be open with established controlled access for both members and public.
- (2) There will be 100 percent ID check.
- (3) Visitors are escorted within police facilities.
- (4) Parking and traffic restrictions will be in place around facilities and selected locations.
- (5) There will be 100 percent verification of all deliveries, including full content search and escort of vehicles such as trash pick-up.
- (6) All packages will be screened.
- (7) Mail may be diverted.

**c. Operations**

- (1) Emergency Operations Center (EOC) will be in full operation commanded by a Deputy Chief or designee (assigned Captain).
- (2) Sworn Command members will make hourly contact with the EOC.
- (3) All radio frequencies will be staffed and operational 24 hours.
- (4) There may be possible activation of prisoner control.
- (5) Traffic plan will be adjusted accordingly.
- (6) Selected Crowd Management Teams will be activated and deployed accordingly.
- (7) Sworn members will have emergency equipment readily available.
- (8) There will be supplemental security at selected government buildings and other locations as appropriate, as determined in conjunction with VDEM.
- (9) Emergency investigative and forensic plan may be activated.
- (10) Emergency dispatching plan activated, if needed.
- (11) There may be activation of mutual aid agreement.
- (12) Coordination with media will be established.
- (13) Contact with VDEM and city officials will be established.

5. Response Level (**Red**): A major threat to public safety is in progress or has occurred.

**a. Personnel**

- (1) Department will be fully mobilized through recall of selected sworn and essential civilian members by phone and media sources.
- (2) Members on leave or day off shall contact their parent command.
- (3) All members will be on 12-hour shifts.
- (4) Sworn members will be in Class B uniform (except undercover and other selected members).
- (5) Annual leave and days off will be cancelled.
- (6) Optional leave will be suspended.
- (7) Approved leave to be reviewed on a case-by-case basis.

**b. Facilities**

- (1) All facilities will open with established checkpoints.
- (2) Access will be restricted to authorized personnel and public needing essential police services.
- (3) There will be 100 percent ID check and the public will be escorted within police facilities.
- (4) There will be parking restrictions around facilities and specific locations, with vehicle traffic passing through controlled access.
- (5) Full content search of all vehicles will take place before vehicles enter parking facilities.
- (6) There will be 100 percent verification of all deliveries, including full content search escort of vehicles such as trash pick-up.
- (7) All packages will be screened.
- (8) Mail will be diverted.

**c. Operations**

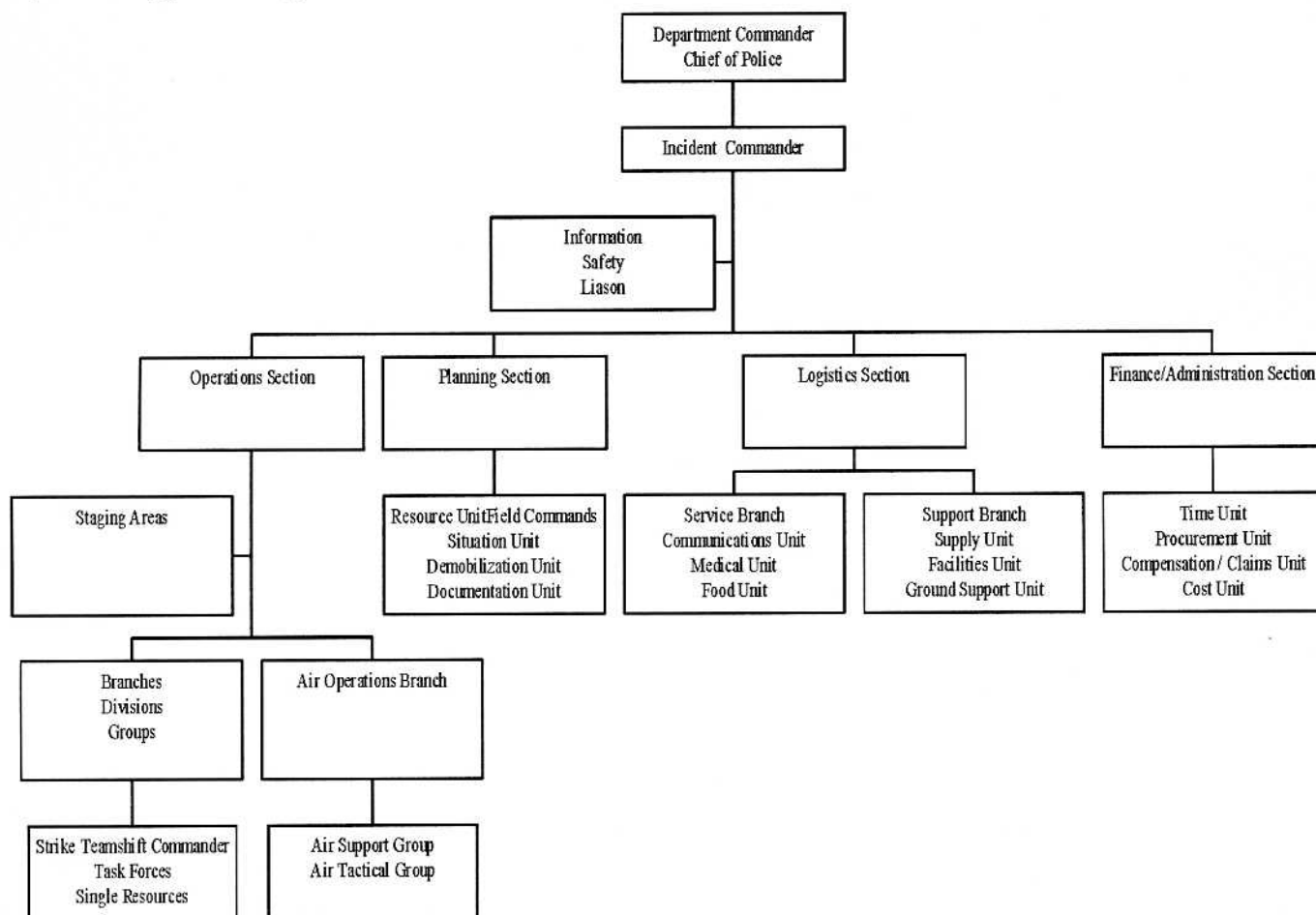
- (1) The Emergency Operations Center EOC will be in full operation and commanded by a Deputy Chief or the designated Captain.
- (2) Sworn Command members will make hourly contact with EOC.
- (3) All radio frequencies will be staffed and operational 24 hours.
- (4) There may be activation of prisoner control.
- (5) Traffic plan will be adjusted accordingly.
- (6) All Crowd Management Teams will be fully activated and deployed accordingly.

- (7) Sworn members will have emergency equipment readily available.
- (8) There will be supplemental security at selected government buildings and other locations as appropriate, as determined in conjunction with DEM.
- (9) Emergency dispatching plan will be in operation.
- (10) Activation of federal assets will be requested if needed.
- (11) There may be activation of mutual aid agreements.
- (12) Coordination with media will be established.
- (13) Contact with DEM and city officials will be established.
- (14) Court activities and hearings will be suspended as authorized by the Chief Judge.

## Red Alert / Major Incident Command

### Incident Command Function

During a major incident, whether anticipated or unanticipated, the Richmond Police Department will restructure to accommodate the needs of the community in response to the incident. In the event that a Red Response is anticipated, but prior to the formal declaration of, the Chief of Police, or his designee, may declare a Pre-Alert Status. This status will cancel leave and holiday leave of personnel. Personnel should also remain in the immediate Richmond area. Notification of a Pre-Alert Status, or a formal Red Response, will be made by either telephone, in person, in writing, or through the local television and radio stations as listed in the DEC memorandum. Personnel



should pay strict attention to local radio and television stations after a Pre-Alert Status is declared. When the emergency situation has passed, and a decision has been made not to formally declare an alert, personnel will be notified either personally, by telephone, or through local radio or television stations.

In preparation for or in response to a major occurrence, the Department Commander shall activate the incident command system and restructure the department to meet the needs of the community as the major incident occurs or is resolved. The Department Commander and or Incident Commander shall conduct command operations from the Emergency Operations Center, during a major incident. When possible, Richmond Police Department precincts or other buildings shall be utilized as staging areas for the deployment of resources into affected areas. Staging areas for equipment may include any suitable location as identified by the incident commander. Sworn personnel and select support staff shall be activated and assigned by the incident commander or his/her designee. Additional agency personnel, or assistance from other localities shall be requested by the Department or Incident Commander in accordance with existing mutual aide agreements, or via the Emergency Operations Center during a major incident.

All Section Chiefs will report directly to the Incident Commander unless otherwise directed. All requests for additional manpower, specialized units, mobile tactical forces, etc., will be authorized by the Incident Commander. Once the additional manpower is committed it will be under the command of the requesting Section Chief for as long as their assistance is required, with the exception of the SWAT units and Crowd Management Team which will remain under their assigned command.

The Incident Commander will be continually apprized of all pertinent information by the Section Commanders and the Chief's Staff to keep an ongoing, accurate assessment of the entire operation. The Incident Commander will act as or appoint a liaison with his any assisting agencies. During major incidents, the Incident Commander will appoint a safety officer to advise on issues affecting the safety of operational personnel during the incident. Additionally, the Incident Commander will appoint a public information officer to respond to media inquiries during the incident. During major incidents, the public information officer may work in conjunction with the established public information function in the City of Richmond Emergency Operations Center.

The use of any chemical agents other than routinely issued aerosol canisters, should be authorized by the Incident Commander. In all cases where chemical agents are deployed, this decision shall be announced just prior to actual use to allow the Incident Commander to coordinate any impact on the entire operation.

At the conclusion of a major incident, the Richmond Police Department Incident Commander will conduct an after action review of police operations during the incident, and participate as requested in after action reviews conducted by City of Richmond Emergency Operations Personnel. The Incident Commander shall submit a detailed final report to the Chief of Police. This report should include:

- a. Synopsis of incident.
- b. Resources/equipment required.
- c. Strategies/tactics employed.
- d. Evaluation.
- e. Injuries/deaths sustained by participating agencies.
- f. Roster/man-hours expended.
- g. Index of use of force incidents
- h. Evidence collection at the scene should be considered in preparation of this report
- i. Public Information Releases

## **Command Duty Officer**

Command Duty Officers shall continue with their assigned duties and responsibilities unless reassigned by the Incident Commander. Command Duty Officers are responsible for providing continuity to the Operations Division by providing command level oversight to department operations after normal working hours. This shall be accomplished by providing leadership, guidance and a constant command level philosophy at all major incidents by monitoring, directing and coordinating the activities of Operations Division personnel not involved in the major incident.

## **Section Chiefs**

Depending on the size and duration of an incident, the department may be divided into sections as defined by the Incident Command System, each under the command and control of a designated Section Chief who will be responsible for the efficient operation of their particular sector. Section Chiefs may be assigned to the following commands: Operations, Planning, Finance, Intelligence, and Logistics.

## **Operations Section**

The Operations Section Chief shall be responsible for establishing perimeters during the incident to prevent the event from expanding (if possible), and to prevent citizens from entering dangerous conditions or situations. The deployment of personnel to establish perimeters may be accomplished in conjunction with the traffic functions described below. The Operations Section Chief shall also be responsible for advising the Incident Commander on the need to evacuate a given area. Upon the decision to evacuate by the Incident Commander, the Operations Section Chief will deploy personnel to assist in the evacuation, and request the assistance of the public information function in making notification via the media or the Richmond Alert system. The responsibility of the Traffic Group may be shared by two Precinct Commanders (rank of Captain) who will divide the twenty-four hour workday. Each Traffic Commander will be responsible for all traffic management required, and will specifically provide personnel for security and traffic control at designated parking areas during special events, or at critical, perimeter or checkpoint areas as determined by the Incident Commander.

## **Command Posts and Staging Areas**

As deemed necessary by the Incident Commander, the Operations Section Chief may establish Field Command Posts or Staging areas in support of the operation, in addition to the Emergency Operations Center. When this becomes necessary during a major event, the security of established posts (including the Emergency Operations Center) is the responsibility of the Operations Section Chief. Adequate perimeters to ensure the protection of agency personnel shall be established and maintained. In establishing Field Command Posts or Staging Areas, Commanders should consider the following:

### **Mobile Command Post**

The Richmond Police Department's Mobile Command Post can be used as a temporary or permanent Command Post by the Department's Incident Commander or their designees.

#### **A. Command Post/ Staging Area Site:**

1. Pre-designated Area (Precinct, Fire Station)
2. Public Park
3. Parking Lot



4. Public Facility (School, Church)
5. Roadway, closed without seriously affecting traffic
6. Private Facility (Office, Home, with owner's permission)

**B. Site Selection Factors:**

1. Strategically located
2. Accessible to responding forces
3. Defensible against crowds, mobs, firebombs, etc.
4. Sufficient space for responding personnel and equipment
5. Restrooms
6. Telephones
7. Electricity
8. Water
9. Helicopters
10. Structures for personnel briefing, protection from weather
11. Storage facilities
12. Medical Facilities

In the event of a declaration of an alert, the incident commander will designate staging area for officers responding to the incident. When designating the staging area, an alternate location should be announced in the event that the incident moves or conditions render the primary area unavailable. Major occurrences whether planned or unanticipated may require several staging points in order to accommodate the personnel assigned to the various commands. The incident commander should be cognizant of this need as responses are either coordinated as conditions permit, planned in advance. Assembly areas should be large enough to accommodate the personnel, equipment, and vehicles necessary to address the incident, yet should be in close proximity to the event. In the event that an incident occurs in a location that does not allow adequate facilities for an staging area, the incident commander shall arrange for transportation for personnel to the scene from a satellite location.

Although a field command post possessing all of these attributes would be ideal, circumstances surrounding the incident may require that the field command post be established with few, if any, of these traits. For example, a patrol vehicle will often serve as the initial field command post. However, after the occurrence is initially stabilized, the designated Incident Commander should consider moving the field command post to a more advantageous location, if necessary.

**Procedure for Use of Command Post at Large Scale Disaster or Incident:**

The first patrol supervisor arriving at the scene of a large-scale disaster or incident will assume command of the situation and set up a Command Post. This supervisor shall conduct operations from the Command Post, maintain a record of the police officers' assigned posts and various police officials responding. The supervisor will remain in charge until relieved by a higher ranking officer. After normal business hours, when the Watch Commander/Night Supervisor arrives, he/she shall be in command of the Command Post and all personnel, until relieved by an official of higher rank.

The Officer-In-Charge (OIC) of the Command Post shall ensure that the area is being patrolled properly, control traffic and ensure that all required reports are taken. Reports should be made on all injured persons, explosions or any similar type catastrophe. A report is not necessary for a fire that was not started by an explosion or where arson is not suspected.

**Deploying the MCC for Emergency Call-outs:**

All unit supervisors will denote daily on their duty rosters the officers assigned to their platoons that are MCC drivers and forward the rosters to both the Police Warrant and Information Desk and the Division of Emergency Communications (DEC). Once on the scene, the Incident Commander (i.e., Unit 9, Precinct Commander) will be responsible for assessing

the situation and making the decision whether or not to call out the MCC. If the situation is a hostage or barricaded subject, the MCC will be called along with the SWAT team. If the Incident Commander decides there is a need for the MCC to be deployed, they will call the DEC to have the MCC Supervisor paged so that he/she can decide whether to respond or dispatch the "On Call" MCC driver or both. When the MCC is deployed, there MUST be one certified driver and another officer or Neighborhood Assistance Officer (NAO). The second officer or NAO is not required when the certified driver has been designed by the MCC supervisor as being able to deploy the MCC by him/herself. If the driver is available to respond, he/she and the other officer or NAO shall mark 10-7 on a Mobile Command Center Assignment Sheet and respond to the location where the MCC is stored. If there are no available MCC drivers, the MCC Supervisor will respond and deploy the MCC.

Once on the scene, the staffing requirements will depend on the area and assignment where the MCC is in operation. There may only be a need for a driver and one other officer. MCC drivers must be trained and certified as a MCC driver.

The MCC driver/operator will maintain a Log Book in the MCC, respond to MCC pages immediately, volunteer for staffing assignments, conduct pre and post inspections of the unit, conduct pre-planning of the route, select the safest and most suitable staging area with input from the Officer-In-Charge at the scene (Watch Commander, Night Supervisor or Division Commander, SWAT Team Leader or Hostage Negotiation Team Leader), set up the unit for the intended operation. assist the OIC at the scene (Unit 9, Division Commander, SWAT Team Leader or Hostage Negotiation Team Leader) upon deployment. conduct tours of the unit, maintain the unit (re-stocking and maintaining supplies for the unit) and report any damage or repairs needed to the MCC Supervisor.

The MCC Supervisor must be trained and certified as a MCC driver and be available for all call-outs, unless an acting MCC supervisor has been designated. He/she shall respond immediately to all MCC pages, be the point of contact for reserving the MCC and maintain an annual calendar for scheduling the MCC. If the MCC driver needs to be relieved, he/she shall contact the MCC Supervisor to determine who shall relieve him/her. This should be done at a point where it is deemed that the event will be on-going for an extended period of time.

### **Precinct Division**

The responsibility for this command may be shared by two Precinct/Unit Commanders (rank of Captain) who will divide each twenty-four hour workday. Each Commander will command and control all routine precinct operations during the incident. Due to the possible reduction in precinct staff, Precinct Commanders will be responsible for scheduling and assigning officers so as to provide maximum coverage of precincts with limited resources.

### **Investigative Division**

The responsibility for this field of command shall be assigned to the Commanding Officer of the Detective Division reporting to the Operations Section Chief. It may be shared by two Detective Division Shift Commanders (rank of Lieutenant). This Command will function with staffing as determined by the Incident Commander. These personnel will be responsible for working any cases that would require investigation, and conducting any post incident investigations deemed necessary.

### **Crowd Management Team**

The responsibility for this command shall be assigned to the Operations Section Chief. It may be shared with two, or more, Shift Commanders (rank of Lieutenant) who have received special training in Crowd Management. The Special Operations Division will initially respond to the incident, and secure the scene until the Crowd Management Team can be mobilized. Personnel assigned to this command will primarily be responsible for immediate response to any area affected by a special event, civil disturbance or unusual occurrence.

### **Detainee Transportation, Processing, and Confinement**

The Operations Section Chief shall be responsible for ensuring that detainees are transported, processed and safely confined during the operational periods of the incident. This function shall be conducted in accordance with the Richmond Sheriff's Office utilizing existing facilities. In the event that the nature of the incident deems the use of existing facilities impractical, alternatives to their use (the central jail, or the use of neighboring jails) shall be considered and implemented as needed.

### **Planning Function**

For events that can be planned, that require the mobilization of the Department, the Department Commander shall designate personnel to assist in planning the event with other city, public safety, emergency management personnel, or law enforcement agencies. Additionally, plans for events that occur annually or periodically will be maintained and disseminated prior to the event. The Deputy Chief – Operations or his/her designee shall conduct a documented review and update (if necessary) of these plans annually. In the event of an unplanned incident necessitating the incident commander to activate the planning function, the Planning Section Chief shall be responsible for developing a documented incident action plan, in conjunction with the Incident and Department Commanders. The Incident Action Plan shall also contain plans and contingencies for the demobilization of resources at or nearing the conclusion of the operation.

In developing the Incident Action Plan for the agency, the Planning Section Chief should consider the following:

- When practical, members will be assigned duties that closely as possible, parallel their normal functions.
- Personnel shall cooperate with other city, public safety, emergency management personnel, or law enforcement agencies during the event in order to resolve the incident and restore order.
- Coordination of efforts will be maintained with other public agencies such as Rescue, Fire and Emergency Services (Civil Defense Authority).
- Through the utilization of mutual aid agreements, the Department may utilize resources of other police agencies of adjacent and concurrent jurisdictions. This includes other cities, military installations, and the National Guard.
- The Operations Section Chief, or Incident Commander shall provide security for field command posts, all public facilities, and emergency shelters, if applicable and shall assume responsibility for traffic control where situations preclude normal daily traffic procedures. Examples are evacuation, coordination of emergency vehicles in congested areas, limited access to the disturbance areas, and power outages.
- Key personnel, unless otherwise designated shall be mandated by City Disaster Plan (line of succession.) These personnel shall implement and maintain all management control areas of operation, personnel, equipment, and utilization of outside resources.
- Procedures for de-escalation of alerts will be at the direction of the Department Commander, or Incident Commander, who will determine what services may be reduced or omitted depending upon the situation.

### **Intelligence Information**

The responsibility for this field of command shall be assigned to the Commanding Officer of Special Investigations who will report to the Operations Section Chief. The Command may be shared by two Special Investigations Shift

Commanders (rank of Lieutenant) who will divide the twenty-four hour workday. The command may be staffed with sergeants and officers from Special Investigations unless otherwise detailed by the Incident Commander. During special events where large crowds are anticipated, the Intelligence Command will be responsible for maintaining an ongoing appraisal of crowd behavior. The Intelligence Command using the following guidelines will staff observations posts, mobile video teams, crowd infiltration officers and communication with similarly assigned personnel from any assisting agency, as described:

**Crowd Infiltration:** Officers will work in a plain-clothes detail with the primary duties of gathering intelligence and identifying criminal elements within the crowd. Enforcement action should only be taken in situations that are of immediate danger to the officers or citizens. When less immediate action is needed crowd infiltration officers should contact the nearest uniform officer to advise them of the developing problem, and identify key players. When immediate action is not needed, they should contact the Intelligence Commander for instructions.

**Observation Posts:** Observation posts may be equipped with video surveillance apparatus. Information gathered by these units will be reported directly to the Intelligence Commander. Officers on observation posts may also have direct contact with street units to direct officers to criminal activity, identify potential trouble situations or specific individuals. When immediate action is needed, they should contact the appropriate uniform officers prior to contacting the Intelligence Commander.

**Mobile Video Teams:** Mobile video teams may be used in any capacity during the incident at the direction of the Intelligence Commander. (i.e., crowd infiltration, within air support, etc.) All plain-clothes video teams will be assigned to the Intelligence Commander. Mobile video teams may also be assigned with uniformed units as the need dictates.

**Inter-Agency Communication:** The Intelligence Commander will maintain contact with all local, state and federal law enforcement organizations in order to maintain an ongoing information gathering process. The Intelligence Commander will be assisted by support personnel within the Operations Section and will retain the flexibility to reassign personnel and equipment under his command. Intelligence information gathered during the event shall be disseminated to the Incident Commander via the Planning Branch Chief.

## **Logistics Function**

Special equipment needed during a mobilization shall be arranged for by the incident commander or, when activated by the Incident Commander, the Logistics Section Chief. Requests for equipment not immediately available may be channeled to other jurisdictions that are signatories to the Mutual Aid Agreement. During major incidents, or when activated by the Incident Commander, the Support Services Manager will assume overall command of Logistics to include all support services connected with the police operation. This Field Commander reports directly to the Incident Commander unless otherwise directed. All officers and supervisors of the assigned command shall act as support personnel to accomplish this mission, as detailed below.

## **Communications**

As described in the Richmond Police Department Emergency Operations Plan, the communications function shall be the responsibility of Division of Emergency Communications. During major incidents, the Incident Commander may appoint a liaison to the Division of Emergency Communications to ensure a cooperative and supportive working relationship. The Logistics Section Chief shall be responsible for maintaining a contact list of agency personnel for emergency contact, and communication outside of the capabilities of the Division of Emergency Communications (via cellular telephone.)



In the event of a major incident, communications will take place on a channel declared by the Incident Commander and cleared for such use by the E911 Emergency Communications Division. In the event of a Response Level Red mobilization and the declaration of separate field commands to support the resolution of the incident, separate channels will be utilized for the various commands to promote communication amongst officers and supervisors with similar missions (i.e. Traffic, Intelligence, Logistics, etc).

Incidents that require responses by several different agencies present special problems regarding communications. The Logistic Section Chief will be responsible for issuing radios to officers from agencies that utilize radio systems that are not compatible with those utilized by the Richmond Police Department.

## **Supplies**

The Logistic Section Chief shall be responsible for gathering and providing the necessary supplies to support operations during a major incident. Such supplies may include:

- **Radio Check in/Checkout:** If additional radios are required for mutual aid response this procedure will be utilized to ensure the proper assignment of radios and batteries to authorized personnel and to maintain all batteries and radios in good working order.
- **Food Service:** Supply adequate food and refreshments to officers, as needed depending on length of the incident
- **Other Equipment:** Equipment other than the specialized equipment maintained by the various commands for major incidents, shall be obtained, maintained and issued through Logistics. Equipment needs of specialized teams (SWAT, or CMT) shall be maintained by either the command responsible for the function, or the officers assigned to the team.
- **Pools of unassigned officers** will be placed under this command. The Logistics Commander may assign them to any requesting command on a temporary basis for as long as the need exists. The personnel should be assigned in squad units with a supervisor, if possible. As the need for extra personnel ceases, they will return to the Command Post for further instructions.

## **Transportation**

The Logistics Section Chief shall be responsible for providing for the transportation needs of the operations during a major event. Specifically, the Logistics Section Chief, or his/her designee shall maintain a log of all vehicles utilized and available to the police motor pool. As other Field Commanders assess their needs, they will forward their requests to the Logistics Commander via the Incident Commander.

## **Medical Support**

The Logistics Section Chief shall be responsible for coordinating medical supplies and support for all Department personnel during major incidents.

## **Volunteers**

All volunteers working in support of the police effort will report to the Logistics Commander who will assess the level of assistance available and assign volunteers according to need.



## **Finance/Administration Function**

Upon appointment by the Incident Commander, the Finance/Administration Section Chief shall be responsible for providing administrative support for the operation during major incidents. When activated, the Finance/Administration Section Chief shall be responsible for tracking the hours worked by personnel supporting the response to the incident. Specifically, the Finance/Administration Section Chief will ensure that all officers on duty are properly documented on roll call sheets, both for accountability and payroll. All copies of line-up sheets will be kept maintained by the Finance/Administration Section Chief until forwarded to the Police Payroll Office. Additionally, the Logistics Command will assume responsibility for maintaining a log of hours worked by any assisting police agencies operating under Mutual Aid Agreements.

The Finance/Administration Section Chief shall also provide administrative support by procuring resources to support operations beyond those maintained by the Department or available through other agencies, recording expenses specifically associated with the operation, and shall be responsible for documenting injuries to personnel involved in the operation, or any other property damage or liability issues associated with the operation.

## **Response Level Red Activation**

In the event of an incident that necessitates complete departmental mobilization, the Incident Commander will immediately assume the command and control of the entire event. It will be his or her decision, with the approval of the Department Commander to de-escalate the mobilization to an Orange or Yellow Response or to completely return the department to a normal level of operation.

The initial stage of activation to a Response Level Red may require the immediate response of all Field Commanders to the Command Post to assume their respective duties. If a Command Post has not been previously established, it will be the responsibility of the highest-ranking on-scene supervisor to establish a Command Post until relieved by the Incident Commander. The remainder of the activation will be as follows:

- Division of Emergency Communications will then notify each command of the location of the command post as well as the location of the Field Commanders.
- Each normally established command will be responsible for contacting their officers and advising them that a Response Level Red has been declared, as well as the location of the Command Post or a specific Field Commander.
- All Field Commanders will meet with the Incident Commander to determine an approximate length of the Response Level Red incident and the subsequent manpower requirements.
- Most officers will have pre-determined assignments and therefore, will report directly to their supervisors within the respective sector of command.
- Officers who do not have pre-determined assignments will report to the Logistics Commander in the officer staging area of the Command Post for assignment.
- Due to the inherent readiness of Special Operations officers, they are to initially respond to the Command Post for deployment until a Crowd Management Team can be deployed to respond to the Command Post for assignment. At the direction of the Incident Commander the Mobile Tactical officers may be deployed as individual squads to perform routine law enforcement functions.
- Each Field Commander must be responsible for the relief of their own assigned personnel.

## **After Action Review**

In accordance with this plan (ICS/NIMS) the incident commander shall conduct or coordinate a documented after action review upon the conclusion of any event that requires Department mobilization. Reports documenting events

requiring Response Levels Green through Orange mobilizations shall be maintained by the command having control of the incident or event. The Deputy Chief-Operations will maintain reports documenting events requiring Response Level Red mobilizations. Reports shall be considered in revising or updating existing plans.

Periodic rehearsals for mobilization due to unusual occurrences shall be conducted (ICS/NIMS).

### **Support Annex - 3:**

#### **Annex Tabs**

Tab A: Terrorism Annex  
Tab B: Civil Disturbance Annex  
Tab C: Correctional Center Disturbance Annex  
Tab D: Scenes of Major Fires and/or Hazardous Materials Incidents Annex  
Tab E: Airplane Crash Annex  
Tab F: Mass Arrest Annex  
Tab G: Hurricane Preparedness Annex  
Tab H: City of Richmond Public Safety Respite Centers  
Tab I: Pandemic Bird Flu Response Annex

### **Tab A: Terrorism Annex**

#### **Purpose**

This annex outlines the Department's direction and control concepts of operations for the coordination of a Department response to terrorist events focusing on the utilization of the Emergency Operations Plan and the Department's emergency management structure as the basis for the response.

#### **Hazard and Vulnerability Analysis**

The following statements define several aspects of the Department's terrorism vulnerabilities:

- Current estimates indicate that terrorist attacks in the United States will increase in the next decade. As of January 31, 2008 Richmond was added to the list of at risk cities for terrorist attacks by the Department of Homeland Security
- The City of Richmond is a target rich environment due to the fact that Richmond is the state capitol and houses the General Assembly and the Federal Reserve.
- There is a possibility that various types of terrorist attacks could occur in the city, possibly including the following:
  - o HazMat/CBRNE/WMD
  - o Bomb/Explosion
  - o Active Shooter/Sniper
  - o Kidnapping/Barricade Subject
  - o School Attack
  - o Suicide Bomber

- Richmond hosts a number of festivals and special events that attract large crowds with little to no security assessment or protection.

### **Police Lines, Perimeters and Barricades**

It is the policy of the Department to establish areas, zones or perimeters in emergency situations where life, limb, property or evidence may be endangered. VA Code §15.2-1714 provides that whenever fires, accidents, wrecks, explosions, crimes, riots or other emergency situations where life, limb, or property may be endangered may cause persons to collect on the public streets, alleys, highways, parking lots or other public areas, the chief law-enforcement officer of any locality or that officer's authorized representative who is responsible for the security of the scene, may establish such areas, zones or perimeters by the placement of police lines, or barricades as are reasonably necessary to achieve the purposes set forth in this plan.

The purposes for the placement of police lines or barricades are to preserve the integrity of evidence at the scene, facilitate the movement of vehicular and pedestrian traffic into, out of and around the scene, permit firefighters, police officers and emergency services personnel to perform necessary operations unimpeded, protect persons and property.

#### ***Establishing Restricted Areas:***

The police line or barricade shall be clearly identified by "Police Line - DO NOT CROSS" or other similar wording. If material and equipment is not available for marking the prohibited area, identifiable law enforcement officials shall position themselves to indicate the location of the police line or barricade, and shall give a verbal warning to any person or persons attempting to cross police lines or barricades without proper authorization. Crossing established police lines, perimeters or barricades is a Class 3 Misdemeanor. If convicted, the violator may be fined up to \$500.00 (VA Code §18.2-414.2) Pursuant to VA Code §15.2-1714 there are two exceptions to the prohibition against crossing police lines, perimeters or barricades, either (a) persons charged with the responsibility by law of rendering assistance at or investigating any such fires, accidents, wrecks, explosions, crimes or riots or (b) personnel from Information Services such as press, radio and television when gathering news. It shall be unlawful for such persons to obstruct the police, firemen and rescue workers in the performance of their duties at such scene. Such personnel shall proceed at their own risk. Personnel from Information Services will NOT be permitted within the primary scene area under any circumstances while the scene is being processed by law enforcement personnel due to the fact that it will obstruct the performance of their duties.

Pursuant to VA Code §46.2-890, no vehicle shall be stopped at or in the vicinity of a fire, vehicle or airplane accident, or other area of emergency, in such a manner as to create a traffic hazard or interfere with law-enforcement officers, fire fighters, rescue workers, or others whose duty it is to deal with such emergencies. Such vehicles may be removed at the risk and expense of the owner if such vehicle creates a traffic hazard or interferes with the necessary procedures of the emergency workers on scene. Vehicles being used for accredited Information Services, such as press, radio, and television when being used for the gathering of the news except when actually are obstructing the emergency workers on scene.

#### ***Responding Officer(s) shall:***

1. Establish such areas, zones or perimeters by the placement of police lines, or barricades as are reasonably necessary to achieve the purposes set forth in this policy
2. Preserve the integrity of evidence at the scene
3. Facilitate the movement of vehicular and pedestrian traffic into, out of and around the scene
4. Permit firefighters, police officers and emergency services personnel to perform necessary operations unimpeded
5. Protect persons and property
6. Mark the police line or barricade clearly or station themselves conspicuously at the scene and give verbal warnings to unauthorized persons
7. Allow authorized service personnel and vehicles to enter the scene

#### ***Responding Supervisor(s) shall:***

1. When notified by DEC, respond promptly to the scene
2. Ensure that all necessary procedures are followed
3. Notify any additional persons or resources, if appropriate
4. Ensure that all necessary reports are completed in an accurate and timely manner

### **Bomb Threats and/or Explosive Incidents**

It is the policy of the Richmond Police Department to provide its personnel with the proper guidelines so that when responding to a bomb threat, possible evacuation, or explosive incident, the safeguarding of lives is the main priority. The investigation and protection of property will follow all render safe procedures (RSP) for any explosive device. Should a bomb threat occur within the City of Richmond the following procedures will be followed.

#### ***Police Response and Reporting:***

When information on a bomb threat is received, a patrol unit, patrol supervisor and a precinct detective unit shall be dispatched to the scene, preferably by telephone messages rather than radio. The Sector Lieutenant, Precinct Commander and Night Supervisor shall be notified. The police officer assigned to the call will be responsible for all reports. Any time a bomb threat is received, an Incident Report must be taken using "13C6" as the offense code.

For reporting purposes, the 'Victim (VI)' shall be the person who receives or answers the bomb threat phone call, message left on the answering machine/voicemail or text message, not necessarily who the threat was directed toward. The person or object that the bomb threat was directed toward shall be listed as an 'Involved Other (IO)' in the report.

#### ***Conducting Searches:***

Police personnel at the scene of a bomb threat are best utilized in assisting in threat analysis in specific and unspecified types of threats; and shall also provide guidance in coordinating search activities.

At the request of a building owner, manager or other person in charge of the facility, members of the Department may assist in searches of all buildings or areas involved in bomb threats.

In searching a building, the assistance of custodial and staff personnel is desired in order to familiarize the searchers with the physical layout of the location and gain access to all areas. The plan of search will be developed on a case by case analysis, taking into consideration unique aspects of the facility and/or situation. Upon completion of a search, police personnel should only inform the responsible person that no suspect package has been located.

#### ***Evacuations:***

The decision to evacuate from a bomb threat occurring on private property shall be the responsibility of the owner or person in charge of the privately owned property. That decision will be made based upon discussions with the police supervisor on the scene and a review of the threat analysis. The on-scene police supervisor has the authority to request the Police Canine Explosives Team. If the owner or person in charge requests evacuation, the on-scene supervisor will determine if the evacuation will enhance public safety and provide assistance if it does. Management for the affected locations will determine when the building will be reoccupied.

Public buildings shall be evacuated at the request of the person in charge of the building using their evacuation plan or, when it is deemed mandatory for the safety of the occupants, by the police official in charge at the scene.

Large Venue Locations – The City of Richmond has three large venue locations that by their nature are public buildings under a private property domain. The Diamond, the Richmond Coliseum and the Greater Richmond Convention Center have unique characteristics during events that draw large crowds. Evacuation decision protocols will differ at these three locations than from any other public or private sites. No large venue location shall be evacuated until proper notifications, as listed below have been completed and support logistics have been put into place, unless an emergency situation exists (a found explosive device, etc.). Evacuation procedures for these sites will be coordinated with on-duty command



supervision. Additional seasonal sites classified as large venue sites are Browns Island and the Kanawha Plaza. Large venue locations shall have an updated evacuation plan on file with the Richmond Police Department and the plan will be maintained through Support Services – Homeland Security.

### ***Bomb Threat Notifications***

The Division of Emergency Communications shall notify a patrol unit, patrol supervisor, sector lieutenant and precinct detective to respond to the call for service. DEC shall also notify the Precinct Commander and Night Supervisor, pursuant to General Order 2-6, Night Supervisors and Notification.

For large venue threats, DEC shall complete the notifications listed and notify the Captain of Special Events Division (SED), Major of Support Services, major of the impacted operations area, Assistant Chief of Police, Chief of Police and Public Affairs Unit.

***Found Suspect Package*** -- In the event that a bomb, explosive device or any item of a suspect nature is located as a result of a search or call for service, never attempt to move or handle the package.

***Suspect Substance Calls*** – When the presence of a suspected hazardous substance is discovered, the initial officer shall keep the substance isolated to ensure minimal human contact. Further information can be found in the Radioactive/Hazardous Materials Incidents section of this plan.

***Suspect Package*** – When the presence of a suspect package is discovered through a search or call for service, the initial officer shall immediately evacuate an area [REDACTED] around the package and initiate notification protocols. The initial officer and supervisor shall identify any witnesses related to the package, remain on the scene to brief the Bomb Squad and position themselves in a manner that affords the best protection, while keeping the scene clear.

The first supervisor on the scene shall initiate evacuation plans, if a package is found during the search. The first supervisor shall also establish an initial Command Post and activate Incident Command. He/she shall also establish police lines at a safe distance until the removal of the suspect package by the Bomb Squad.

Personnel responding to a suspect package call shall not allow anyone to enter the scene but the Bomb Squad and turn off any radio equipment brought into the area within [REDACTED] of the suspect package. The initial officer that logged the call for service is responsible for completing the IBR using “9835” as the offense code.

### ***Bomb Squad:***

The Bomb Squad shall respond to the established Command Post and receive an initial briefing, make adjustments to the police lines if necessary, and prepare equipment for RSP authorized by the squad's Commander. When the RSP has been completed, the Bomb Squad shall conduct a safety inspection of the suspect package and its immediate surroundings to determine if the site is safe and can be released to the Site Commander at the Command Post. Finally, the Bomb Squad will complete the Federal Bureau of Investigation (FBI) Bomb Data Center Report.

The Bomb Squad's Command Post and the Site Command Post will be established as two separate posts. Prior to the RSP, the Fire Department and Medical Units are to be positioned via the Site Command Post.

### ***Homicide Bombers:***

This section is to be a guide to members responding to the scene of a homicide (i.e. Suicide) bomber(s). The first responder may encounter a situation where the bomber(s) may be identified or suspected, but has not yet detonated a device. These individuals are driven by a number of causes, including religious fanaticism. The goal of the bomber(s) is to kill or injure as many innocent people as possible through the detonation of explosives concealed on their person.

Officers responding to the scene of a potential bomber must take every precaution to place great distance between him/her self and the bomber. Officers in such situations shall be guided by the Hostage / Barricaded Subjects section of this plan, and treat the scene as a barricaded suspect scene. Officers shall also establish a secure perimeter, if possible [REDACTED] in all directions. This will allow for a small safety zone for movement. The first supervisor on the scene shall verify the situation at the scene, authorize DEC to initiate immediate notification to SWAT and the Bomb Squad, establish an initial Command Post and activate Incident Command.



Officers shall not attempt to use up front negotiations. The bomber is not depressed or despondent. The goal of the bomber is to commit homicide. If it is determined that a suspect is a homicide bomber, officers shall use the force necessary to the accomplishment of the officer's mission. Officers shall be guided by General Order 1-5, Use of Force. If deadly force is required, officers shall be aware that a shot may detonate the explosives that are being carried on the person.

If the bomber has become incapacitated through police action or a detonation of the explosives has occurred, no attempt shall be made to approach the suspect and render aid. Only members of the Bomb Squad shall approach the suspect. This type of scene shall be handled as a suspect package.

#### ***Suspect Package Notifications:***

DEC shall notify a patrol unit, patrol supervisor, sector Lieutenant and Precinct Detective to respond to the call for service. DEC shall also notify the Precinct Commander and Night Supervisor, pursuant to General Order 2-6, Night Supervisors and Notification.

For large venue threats, DEC shall complete the notifications listed and notify the Captain of Special Events Division (SED), Major of Support Services, Major of the impacted Operations Area, Assistant Chief of Police, Chief of Police and Public Affairs Unit.

Based upon the initial officer's and supervisor's verification, DEC shall notify the following: Captain of the SED, the Bomb Squad, Lieutenant of Homeland Security, Major of Support Services, Major of the impacted Operations Area, Assistant Chief of Police, Chief of Police and Public Affairs Unit. The Captain of SED is authorized to mobilize the Traffic and Crowd Management Teams, if applicable. The Lieutenant of Homeland Security is responsible for notification to the Joint Terrorism Task Force (JTTF). DEC is responsible for notification, through the Lieutenant of Homeland Security, to alert all parties that have been notified of a suspect package that a scene is clear.

#### ***Explosions and Post Blast Scenes:***

When responding to an explosion, the initial assumption shall be that the cause of the explosion is criminal in nature until proven otherwise, such as an industrial accident. Therefore, first responders shall take appropriate steps to protect themselves and any others exposed to an explosion or potential secondary explosive devices.

An initial supervisor shall establish a crime scene as early into the incident as possible and initiate a staging area to be used as an initial Command Post and initiate Incident Command with the Fire Department. Officers responding to an explosion shall take every precaution as to not place themselves in danger. No officer shall enter an explosion area without donning their Personal Protection Equipment (PPE). Officers shall secure and control access to the area and/or building in which the explosion occurred. Maintain a buffer of [REDACTED] in all directions from the area of the explosion to include adjacent buildings damaged by the explosion. Consideration must be given to wind direction and traffic flow.

The Bomb Squad, in conjunction with Canine Explosives Team, shall conduct a search to determine if any secondary devices are present in the crime scene and adjoining areas. If a secondary device is located, the Bomb Squad shall perform a RSP in accordance with suspect package guidelines.

When it is determined that a scene is safe, members of the Bomb Squad shall assist Forensics, the FBI and the ATF with the investigation. Officers are to ensure that no evidence, debris or components are tampered with or removed from the scene of an explosion. An explosion can lodge debris great distances from the actual site. Any debris located shall remain where they were found until recovered by a Forensics team assigned to the incident.

The Lieutenant of Homeland Security shall develop and maintain an Initial Response Team (IRT) for explosions that are determined to be criminal in nature. The IRT shall notify Incident Command of any needs required at the scene. IRT members shall consist of the Commander and personnel of the Bomb Squad, the Canine Explosives Team, one Major Crimes Sergeant, a Richmond FBI JTTF Detective and two Forensics personnel.

#### ***Explosion Notifications:***

DEC shall dispatch a patrol unit, patrol supervisor, sector Lieutenant and Precinct Detective to respond to the call for service as well as provide proper notifications to the Fire Department and the Department of Emergency Management. DEC shall also send alert notifications to all Police Captains and above to include the Lieutenant of Homeland Security.

Once a site is verified as a crime scene, the following notifications shall be made. The Captain of Special Events Division shall notify the FBI through the JTTF, ATF, the Initial Response Team (IRT), the Crowd Management Team (pursuant to procedures outlined the Police Response to Critical Incidents section of this plan) and the Lieutenant of Homeland Security, who shall coordinate activities with the Richmond Department of Emergency Management for Medical Triage and Metropolitan Medical Response System (MMRS), if applicable.

The Incident Command System (ICS) shall remain in effect while there is an active explosive crime scene. The ICS may be expanded or reduced based upon the situational scenarios involving establishing perimeters, conducting secondary evacuations, maintaining scene security, providing for transportation and processing of victims and suspects, directing and controlling traffic and pedestrian flow, distribution of regional equipment and resources, conducting post incident investigation and/or coordination of Financial/Administrative Cost Analysis. The ICS coordination for the Police Department is primarily the responsibility of the Major of Support Services or as designated by the Chief of Police.

### **Hostage and/or Barricaded Subject Situations**

First officer(s) at the scene shall immediately request a supervisor and notify DEC concerning the existence of the situation and obtain as much intelligence as possible and continue to update all information as it is received. He/she shall contain the suspect by covering all possible escape routes using the assistance of other officers. Officers shall use a Tactical Parking mindset, depending on the response to the incident, to prevent causing choke points that may hinder and/or prevent the delivery of critical assets (tactical and medical) to the scene where they may be needed and begin to coordinate the establishment of a perimeter as additional units arrive. Remove all spectators from any area that may be considered dangerous if it can be done safely. This activity will be taken over by SWAT personnel when deployed to the inner perimeter. Any further evacuations will be determined by the Incident Commander. All persons removed should be identified and questioned. This information should be sent to the Command Post when applicable.

Strict firearm discipline shall be maintained at the scene. As outlined in General Order 1-5, Use of Force, weapons should not be used except in self-defense or to defend a third party from the threat of death or serious bodily injury. Someone who has a lone hostage and is shooting at the police is not an active shooter. He/she is actively shooting at the police and Distance and Cover applies to a Barricaded/Hostage situation. Cover should withstand the rounds fired by the suspect. The officer(s) who initially responds should remember that, in most situations, any attempt to resolve the situation with an immediate use of force might subject the officers and any hostages present to needless dangers. The initial period of contact between the hostage taker or barricaded subject and the police is the time of highest stress and emotion and therefore the most critical. **TIME IS THE SINGLE GREATEST WEAPON THE POLICE POSSESS.** Containing the suspect and initiating no immediate action may often be the best response. The first responding officer shall then brief the first responding supervisor upon his/her arrival and include the status of the incident and the deployment of the officers.

It is the policy of this Department to deploy the SWAT Team and Negotiation Team utilizing the least stringent means consistent with the incident. The initial supervisor needs to assess the incident. If the barricaded suspect fits the criteria as defined in this order, it is his/her responsibility to initiate a SWAT and HNT page alert. Supervisors shall evaluate all available information and adjust perimeters as necessary and notify the Night Supervisor or Precinct Commander (based on time of day). A temporary Command Post shall be established prior to the pager alert. It is important for a supervisor to provide a location for specialized units to respond. This needs to be part of the initial alert. This location should be a secure place, out of the line of fire of the situation, with secure means of access and egress, with the understanding that it may change based on the dynamics of the incident.

Supervisors shall designate an assembly point for responding emergency equipment. This area should be out of the line of fire, allow safe access and egress and not interfere with movements into or around the inner perimeter. A checkpoint may also be established. This is the sole location where persons and vehicles that want entry inside the outer perimeter are directed to for clearance. An ambulance(s) shall be dispatched to the assembly point for immediate response if

needed. A Recorder shall be designated for all pertinent information and an action plan shall be formulated which may need to be implemented prior to tactical arrival. Elements include: Suspect surrenders (arrest team), Release of hostages (recovery team), Suspect confronts first responders, and conduct requiring an immediate response (active shooter situation). The supervisor is also responsible for traffic and crowd control as directed by the Support Commander.

The ranking Traffic Supervisor shall be responsible for traffic and crowd control as directed by the Support Commander.

All Police Personnel arriving at scene to assist with critical incidents (except those authorized to report to the TCP) shall report to the Support Command Post first, unless they already have received an assignment and follow the Chain of Command. Based on Incident Command, the Chain of Command may decrease or increase in correlation to the incident. Each Commander position may be filled by designating on-scene personnel if required. If necessary, the Financial/Administration section may be added to include units for time, compensation claims, procurement of additional resources, recording expenses and documenting injuries and liability issues.

DEC shall open an emergency channel and advise all units on all channels of the situation, when notified of a Hostage/Barricaded Incident by a supervisor on the scene and notify all units at the scene and responding units to utilize the established emergency channel. Immediately notify or cause to be notified the Command Staff pager alert, the Hostage Negotiations Team Commander and Team, the SWAT Team Commander and Team, the Precinct Commander or on-duty Lieutenant of the precinct in which the situation occurred, the ranking on-duty Detective Division supervisor, Public Affairs Unit and individuals and/or organizations as requested by police personnel/supervisors on the scene. DEC shall then log the responding SWAT/Negotiator personnel to the call and advise them where to respond and the zone and channel the operation will be working on and immediately notify the Night Supervisor/Precinct Commander who shall respond and assess the situation to include the immediate supervisor's decision to activate or not activate a SWAT call out during hostage/barricaded situations on VCU Property.

The Incident Commander (Major of Support Services) shall establish command and control of the incident utilizing the Incident Command System model. Upon Arrival, the Major of Support Services shall act as the Incident Commander and establish the Incident Command Post. He/she shall mobilize and control personnel and equipment resources at the incident and establish liaison with outside agencies, including the Emergency Operations Center, if established be responsible for the overall supervision and coordination of the incident.

The Tactical Commander shall establish and maintain a Tactical Command Post (TCP). This TCP shall be close enough to provide control of the situation and provide sufficient cover and security to those personnel who will operate at this center. All communications and/or negotiations with the suspect(s) and all tactical plans will emanate from this center. The Tactical Commander shall then establish a staging area at a location close to the TCP and the Inner Perimeter providing cover for special police equipment and team formation and be responsible for control of the tactical situation to include coordination of hostage negotiations and SWAT Team activities. He/she shall make provisions for chase or surveillance vehicles and/or aircraft in the event the situation becomes mobile and will direct that a survey be made to assess possible routes of travel, control the Inner Perimeter and appoint a Recorder to establish a written log of times, actions, events and personnel at the scene. Only the Chief of Police, Assistant Chief of Police, Incident Commander, members of the SWAT Team, Hostage Negotiations Team, and those officers specifically requested by the Tactical Commander should be allowed access to the TCP.

The appointed Recorder will work from the Tactical Command Post and establish a written log of times, actions, events and personnel at the scene.

The Support Commander (Captain of Special Events Division) shall establish command and control of the incident utilizing the Incident Command System model. Upon Arrival, the Captain of Special Events Division shall act as the Support Commander and be responsible for coordinating traffic and crowd control on the Outer Perimeter. He/she shall establish a Support Command Post. The purpose of this Command Post is to provide logistical support, supplies and equipment needs to the Tactical Commander as needed. This command post will be located along the Outer Perimeter. The Support Commander will be responsible for coordinating actions with the OIC of the affected Precinct/Division in the event of a need to relieve police personnel on assignments or the holding over of an off-going relief to ensure adequate manpower.



The Investigative Commander (Ranking Supervisor of Major Crimes on the scene) shall be responsible for gathering background information on the hostage taker(s), hostage(s) and/or barricaded subject(s), direct the interviewing of witnesses, secure evidence for the prosecution of the suspect(s) and establish a liaison with other law enforcement agencies as directed by the Tactical Commander.

The OIC of the Public Affairs Unit or designee shall serve as the Public Information Officer and establish a press area for news media personnel, preferably near the Support Command Post. Access to the press area shall be controlled, ensuring that only authorized members of the press are admitted. The PIO shall periodically release statements as directed by the Chief of Police or designee and handle any problems with the Media.

The SWAT Team shall inform the DEC communications officers on the radio channel of the Precinct in which the situation is occurring that he/she is responding to and his/her approximate Estimated Time of Arrival (ETA) and prepare and submit an "After Action Report" through channels to the Major of Support Services and Chief of Police or designee following the situation.

The Hostage Negotiations Team shall be responsible for establishing and maintaining communications with the barricaded or hostage subject, control all communications with the subject throughout the situation, disseminate any intelligence that they gather to the Tactical Command Post and to the SWAT Team and prepare and submit an "After Action Report" through channels to the Major of Support Services and Chief of Police or designee following the situation.

The Night Supervisor/Precinct Commander shall respond and assess the situation to include the immediate supervisor's decision to activate or not activate a SWAT call out during hostage/barricaded situations on VCU Property.

In the event of a verified hostage and/or barricaded subject situation on Virginia Commonwealth's University's (VCU) property (which includes the East campus of the Medical College of Virginia-MCV), the Commander or the OIC for VCU Police shall notify the Richmond Police Department. Through an agreement with the VCU Campus Police, the Richmond Police Department shall assume total command of any hostage and/or barricaded subject situation that may arise on the campus. Through an agreement with the Virginia Department of Corrections and VCU Campus Police, the Richmond Police Department shall assume total command of any hostage and/or barricaded subject situation that may arise at the MCV Prison Ward.

## **Situations and Assumptions**

The following situations and assumptions apply to terrorist planning as they relate to Richmond.

- Richmond is the state's capitol
- Terrorist attacks represent a significant threat to the public. The effects of terrorist attacks include WMD releases, vehicle borne and suicide bombers, active shooters and snipers, kidnappings, and school attacks
- The City of Richmond, based on its size and available resources, can respond to small scale terrorist events; however, would be quickly overwhelmed with a large scale attack and require assistance from local, state, and federal assets to recover.
- The response to a terrorist event would require a coordinated and consolidated response requiring the activation of the Department's Emergency Management Structure and the opening of the Emergency Operations Center.

## **Assumptions**

- The Department of Homeland Security, the Federal Bureau of Investigation, the Virginia State Police along with local police department's intelligence systems will be the primary guidance used in the Department planned response to terrorist events.
- The department has access to a variety of information sources to gather, analyze, and disseminate intelligence information for decision making purposes including both secure and unsecured databases, software sharing programs, conference calls, fusion centers, and the internet.

- The department will assemble national and regional information and localize it to the City to determine the actions required based on the threat
  - The Department will achieve the appropriate level of planning prior to and during an event to meet the risks and threats identified.
  - There will be multiple target possibility during a terrorist event. Decisions regarding force protection operations and activating alert procedures will be based on actual or potential threats to the City
  - The Department will depend on mutual aid agreements and federal assistance to conduct recovery operations after the event has occurred
  - The National Incident Response Plan and the Department's Emergency Operations Plan will serve as a guiding resource for the Department's actions and planning
  - The Department may be required to call upon non-involved departments to provide assistance in non-traditional areas of service including logistics, officer rehabilitation, and documentation
  - The public should be prepared to respond and make preparations for the suspension of routine police services for at least a week after a major terrorist attack
- 
- In the event of a local terrorist attack, the department will coordinate request for assistance through the City's EOC to the Virginia Department of Emergency Management
  - In the event of a local terrorist attack, the Department will employ an Incident Management System that expands as the need arises
  - The Department will utilize CERT teams to provide assistance to citizens in need of assistance during and after an attack
  - Effort will be made prior to terrorist events to identify, procure, and prepare equipment and supplies that may be needed to respond and recover from an attack

## **Concept of Operations**

The following concepts of operation are applied during the management of a terrorist event.

### **General Concept of Operations**

The Department's response to any and all terrorist attacks is coordinated through the emergency operations plan, a part of the City's overall emergency management organization. The Department has an alert system which facilitates the coordination and integrates police preparation and response during a terrorist event. Additionally, this system identifies the command and control elements that are executed under a unified command structure. The initial planning and coordination will occur once a credible threat is received. As the threat increases and becomes more specific, alert levels will be increased and the Incident Command Structure expanded to include Command, Operations, Planning, Finance, and Intelligence Sections. Once the Department has elevated to an Alert Level Orange, coordination meetings and conference calls will be initiated between other public safety agencies within the City and other law enforcement partners to ensure a coordinated response to the emergency. Because of the nature of a terrorist threat, a consolidated response will be required almost immediately.

Coordination between the Police Department, Fire Department, Emergency Medical Services (EMS), and federal agencies will be required at the scene of any terrorist attack. To best facilitate this coordination, the Incident Command System (ICS) shall be implemented as outlined in this emergency operations plan (ICS/NIMS). An incident of this magnitude shall require a Unified Command Structure. Special instructions are needed to govern police operations during such incidents in order to ensure a greater degree of operational effectiveness.

A terrorism incident requires the response and participation of federal agencies under various federal regulations. These other agencies may include:

Emergency Operations Plan  
General Order 10-1  
04/20/2010



- Federal Bureau of Investigations (FBI).
- The Department of Homeland Security (DHS).
- The Department of Defense (DOD).
- The Department of Energy (DOE).
- The Department of Health and Human Services (DHHS).
- The Environmental Protection Agency (EPA).

## **Phases of Emergency Management**

### **Prevention**

The Departments Emergency Plan incorporates the principle of prevention. We have a myriad of Department members trained in surveillance, threat assessments, and response to ensure steps are taken to prevent terrorist attacks. Additionally, we have members assigned to the FBI Joint Terrorism Task Force and are active participants in a variety of intelligence sharing organization. These activities assist us in our efforts to prevent terrorist attacks prior to them occurring.

### **Preparedness**

The nature of a terrorist attack is normally such that little warning is provided; however, through training, exercises, and continual vigilance we can be prepared to execute a systematic response to a growing threat from terrorism. By routinely participating in table top and practical exercises, we are better able to address the conditions and tasks we face during a terrorist event.

### **Response**

Once it is determined that a viable threat exist that a terrorist attack will occur in Richmond, the Department will enter an Alert Level Red that will include the activation and response of all Department resources, as well as other state and federal assets.

### **Recovery**

The Department will face many challenges after the initial attack is over. The Department will be required to face post attack activities such as hospital security, crime scene protection, life safety operations, rescue and recovery, and property protection. Additionally, we must be prepared to face psychological trauma involving citizens, as well as Department members. Therefore, operational readiness and post attack emergency management must be maintained during this phase to ensure continuity of operations.

## **Conditions of Readiness**

### **Response Level Green**

No credible risk of a threat to public safety. Routine security is implemented, normal departmental activities. Normally characterized by planning and exercise activities.

### **Response Level Blue**

A general risk to public safety with no credible threats to specific targets. Routine security, normal departmental activities. Review standard operating procedures and emergency plans. Inspect and verify the operational conditions of needed equipment and supplies. Review and update recall list for all members of the department.

#### **Response Level Yellow**

A predictable or significant possibility of a minor threat to public safety. A period of specific action and preparation anticipating the possibility of increased threat. Actual response will be dictated by credible intelligence developed by internal sources or received from other law enforcement or security components. Department begins to meet and coordinate future activities which may be necessary should more information be developed.

#### **Response Level Orange**

Information/intelligence indicating that a serious threat to public safety is imminent. Department mobilization will begin. A modified Incident Command System will be established and deliberate action to raise the level of proactive patrols and specialty units will begin preparation for upgrading facility protection at critical infrastructure locations.

#### **Response Level Red**

A major threat to public safety is in progress or has occurred. The Department will be fully mobilized through recall of selected sworn and essential civilian members. Critical infrastructures will be guarded by deployed personnel and a fully expanded Incident Command System will be in place.

### **Incident Command Procedures and Structure**

The Richmond Police Department endorses the Incident Command System as a basis for Departmental response. The ICS is an organizational process for the management of emergencies. The management of the Department during a terrorist threat or actual attack will be built around the ICS structure. All operational components will utilize this system in the management of their responsibilities.

The Incident Commander must recognize the far-reaching effects of an incident of terrorism and understand that certain regulations and directives apply. Activation of the Emergency Operations Center (EOC) is critical, and the Incident Commander must coordinate response, strategy and tactics with the resources the EOC makes available. With the arrival of at least two agencies with statutory responsibility (i.e. police and fire), a Unified Command structure should be activated.

The Federal Bureau of Investigations (FBI) must be notified immediately of any occurrence of, or a threat of an act of terrorism. Notification may be initiated by contacting members of the Joint Terrorism Task Force (JTTF). FBI response is certain whenever:

1. A credible threat has been made or detected.
2. An explosive device or Weapons of Mass Destruction (WMD) has been discovered.
3. The detonation of an explosive or release of a WMD has occurred, regardless of the extent of injury or damage.

Until such time, the Incident Commander shall ensure the management and control of the incident.

FBI response to terrorism incident, even a minor one requires at least a partial activation of EOC. A major terrorism incident requires a full activation occur as soon as possible.

The FBI will operate under the National Response Plan using the procedures of National Incident Management System (NIMS) to facilitate Federal-to-Federal interaction and emergency support. Federal assets include:

- US&R – Urban Search and Rescue.
- CST – Civil Support Team (National Guard).
- SNS – Strategic National Stockpile.
- HMRU – Hazardous Materials Response Unit.

### **Operational Periods**

The Department will establish operational periods which coincide with the current activities to complement planning and operations during the threat. Operational periods will be defined and operational objectives clearly established for each period understanding that should an event occur these plans and period will be fluid and flexible. By establishing operational periods the Department will be able to consider future operational requirements and identify and obtain resources needed to complete the mission. By following this model, the Department will be able to assess the current situation while planning for future events that may occur.

### **Common Tasks of First Responders to Terrorist Attacks**

#### **o Approach**

- ☐ Be Aware, Alert, and Cautious
- ☐ Identify what the threat is
- ☐ Ask questions and gather information

#### **o Route into the area**

- ☐ Identify Cover and Concealment
- ☐ Identify Choke Points
- ☐ Identify Possible threats

#### **o Do not rush into the area**

- ☐ Take your time and survey the scene
- ☐ Provide distance until threat has been identified or cleared

#### **o Watch the whole scene**

- ☐ Be away of surroundings – look for things out of place
- ☐ Be aware of secondary explosive devices
- ☐ Be aware of snipers or other threats

#### **o Control the Scene**

- ☐ Protect personnel and citizens by establishing protection zones depending on the event
- ☐ Alert and warn incoming responders
- ☐ Direct and account for incoming units
- ☐ Transmit key information to communications and on-duty supervisor

- ☐ Assess manpower needs to control the scene and mitigate escalations
- ☐ Assess medical needs of responders and victims
- ☐ Establish crowd and traffic control to minimize confusion and congestion while allowing for free access by emergency equipment
- ☐ Protect the crime scene and evidence
- ☐ Establish Incident Command System until relieved by on-duty supervisor

### **Specific Tasks for Arriving Supervisors**

- ☐ Receive size up briefing and assess the situation
- ☐ What is the nature of the incident
- ☐ What hazards are present
- ☐ Do warnings need to be issued
- ☐ How large is the effected area
- ☐ What entrance and exit routes would be good for emergency responders
- ☐ Where is a good site for the Incident Command Post and Staging
- o Identify contingencies
  - ☐ What could happen
  - ☐ How will we respond
- o Identify needed resources
  - ☐ What is needed to prevent escalation (Additional personnel, expanded control zones)
  - ☐ What is needed to meet medical needs
  - ☐ What is needed in terms of communication
  - ☐ How long will it take to get them
  - ☐ Are there special requirements – Bomb Squad, SWAT, HAZMAT
- o Build a Plan
  - ☐ Responsibilities and Task
  - ☐ Coordination Issues
- o Take Action
  - ☐ Documentation

### **Department Organization and Responsibilities**

1. Response Level **Green:** No credible risk of a threat to public safety. Routine security is implemented, normal departmental activities. Normally characterized by planning and exercise activities
2. Response Level **Blue:** A general risk to public safety with no credible threats to specific targets. Routine security, normal departmental activities. Review standard operating procedures and emergency plans. Inspect and verify the operational conditions of needed equipment and supplies. Review and update recall list for all members of the department.

3. Response Level **Yellow**: A predictable or significant possibility of a minor threat to public safety. A period of specific action and preparation anticipating the possibility of increased threat. Actual response will be dictated by credible intelligence developed by internal sources or received from other law enforcement or security components. Department begins to meet and coordinate future activities which may be necessary should more information be developed

**a. Personnel**

- (1) All facilities will be open with manned checkpoints.
- (2) There will be 100 percent ID check.
- (3) There will be 100 percent verification of all deliveries, including plain-view search.
- (4) All members will be alert for suspicious packages or persons.

**b. Facilities**

- (1) All facilities will open with manned checkpoints.
- (2) There will be 100 percent ID check.
- (3) There will be 100 percent verification of all deliveries, including plain-view search.
- (4) All members will be alert for suspicious packages or persons.

**c. Operations**

- (1) On-duty personnel are primarily used.
- (2) Limited recall may be required.
- (3) Members may be held over.
- (4) There may be limited early dismissal of non-essential personnel.
- (5) Personnel leave may be authorized.

4. Response Level (**Orange**): Information/intelligence indicating that a serious threat to public safety is imminent. Department mobilization will begin. A modified Incident Command System will be established and deliberate action to raise the level of proactive patrols and specialty units will begin preparation for upgrading facility protection at critical infrastructure locations

**a. Personnel**

- (1) Department personnel will be partially or fully mobilized through recall of selected sworn and essential civilian members by phone and media.
- (2) Members on leave or day off shall contact their command.
- (3) Selected sworn civilians may be placed on 12-hour shifts.
- (4) Sworn members will be in uniform (except undercover and other selected members).
- (5) Days off will be cancelled.
- (6) Optional leave will be suspended.

**b. Facilities**

- (1) All facilities will be open with established controlled access for both members and public.
- (2) There will be 100 percent ID check.
- (3) Visitors are escorted within police facilities.
- (4) Parking and traffic restrictions will be in place around facilities and selected locations.
- (5) There will be 100 percent verification of all deliveries, including full content search and escort of vehicles such as trash pick-up.
- (6) All packages will be screened.



(7) Mail may be diverted.

### **c. Operations**

- (1) Emergency Operations Center (EOC) will be in full operation commanded by a Deputy Chief or designee (assigned Captain).
- (2) Sworn Command members will make hourly contact with the EOC.
- (3) All radio frequencies will be staffed and operational 24 hours.
- (4) There may be possible activation of prisoner control.
- (5) Traffic plan will be adjusted accordingly.
- (6) Selected Mobile Tactics Squads will be activated and deployed accordingly.
- (7) Sworn members will have emergency equipment readily available.
- (8) There will be supplemental security at selected government buildings and other locations as appropriate, as determined in conjunction with DEM.
- (9) Emergency investigative and forensic plan may be activated.
- (10) Emergency dispatching plan activated, if needed.
- (11) There may be activation of mutual aid agreement.
- (12) Coordination with media will be established.
- (13) Contact with DEM and city officials will be established.

5. Response Level (**Red**): A major threat to public safety is in progress or has occurred. The Department will be fully mobilized through recall of selected sworn and essential civilian members. Critical infrastructures will be guarded by deployed personal and a fully expanded Incident Command System will be in place.

### **a. Personnel**

- (1) Department personnel will be fully mobilized through recall of selected sworn and essential civilian members by phone and media sources.
- (2) Members on leave or day off shall contact their parent command.
- (3) All members will be on 12-hour shifts.
- (4) Sworn members will be in Class B uniform (except plain clothes officers and other selected members).
- (5) Annual leave and days off will be cancelled.
- (6) Optional leave will be suspended.
- (7) Approved leave to be reviewed on a case-by-case basis.

### **b. Facilities**

- (1) All facilities will open with established checkpoints.
- (2) Access will be restricted to authorized personnel and public needing essential police services.
- (3) There will be 100 percent ID check and the public will be escorted within police facilities.
- (4) There will be parking restrictions around facilities and specific locations, with vehicle traffic passing through controlled access.
- (5) Full content search of all vehicles will take place before vehicles enter parking facilities.
- (6) There will be 100 percent verification of all deliveries, including full content search escort of vehicles such as trash pick-up.
- (7) All packages will be screened.
- (8) Mail will be diverted.

### **c. Operations**

- (1) The Emergency Operations Center EOC will be in full operation and commanded by a Deputy Chief or the designated Captain.
- (2) Sworn Command members will make hourly contact with EOC.
- (3) All radio frequencies will be staffed and operational 24 hours.
- (4) There may be activation of prisoner control.
- (5) Traffic plan will be adjusted accordingly.
- (6) All Mobile Tactics Squads will be fully activated and deployed accordingly.
- (7) Sworn members will have emergency equipment readily available.
- (8) There will be supplemental security at selected government buildings and other locations as appropriate, as determined in conjunction with DEM.
- (9) Emergency investigative and forensic plan will be activated.
- (10) Emergency dispatching plan will be in operation.
- (11) Activation of federal assets will be requested if needed.
- (12) There may be activation of mutual aid agreements.
- (13) Coordination with media will be established.
- (14) Contact with DEM and city officials will be established.
- (15) Court activities and hearings will be suspended as authorized by the Chief Judge.

## **Tab B: Civil Disturbance Annex**

### **Purpose**

Civil disturbances may take many forms and vary in size and degree of danger to the public. Civil disturbances include riots, disorders, and violence arising from dissident gatherings, rock concerts, political conventions, and labor disputes. Primary importance in any civil disturbance is defusing the situation and restoring order. Officers must be able to respond to any civil disturbance, isolate it from the remainder of the community, protect life and property and maintain control. This annex outlines the Department's direction and control concepts of operations for the coordination of a Department response to a civil disturbance focusing on the utilization of the Emergency Operations Plan and the Department's emergency management structure as the basis for the response.

### **Hazard and Vulnerability Analysis**

The following statements define several aspects of the Department's vulnerability to civil disturbances:

- The City of Richmond is a target rich environment for anti-war and/or pro-war demonstrators, due to the fact Richmond is the home of the state's capitol and the 4<sup>th</sup> Federal Court of Appeals .
- Richmond hosts a number of festivals and special events that attract large crowds with the potential for civil disturbances.
- Current training and intelligence reveals that protestors are becoming more proficient in the methods of assembly.
- Current intelligence reveals that demonstrators are becoming more violent in the techniques they employ.

### **Situations and Assumptions**

The following situations and assumptions apply to civil disturbance planning as they relate to Richmond

- Richmond is home to several large corporations
- Civil disturbances represent a significant threat to the public. The effects of civil disturbance include destruction of property, looting, fires and bombings, rebar attacks, as well as sling shot attacks, just to name a few.
- The City of Richmond based on its size and available resources, can respond to small moderate scale civil disturbances; however, could be quickly overwhelmed with a large scale riot and require assistance from local, state, and federal assets to recover.
- The response to a civil disturbance would require a coordinated and consolidated response requiring the activation of the Department's Emergency Management Structure and the opening of the Emergency Operations Center

### **Assumptions**

- The primary guidance used in the Department's planned response to civil disturbance is obtained from the intelligence gained through the Richmond Police Department's Homeland Security/Intelligence Unit with the assistance of the FBI, the Joint Terrorism Task Force and the Virginia State Police.
- The department has access to a variety of information sources to gather, analyze, and disseminate intelligence information for decision making purposes including both secure and unsecured databases, software sharing programs, conference calls, fusion centers, and the internet.
- The Department will achieve the appropriate level of planning prior to and during an event to meet the risks and threats identified.
- The Department will depend on mutual aid agreements and federal assistance to conduct recovery operations after the event has occurred as necessary.
- The Department's Emergency Operations Plan will serve as a guiding resource for the Department's actions and planning
- The Department may be required to call upon non-involved departments to provide assistance in non-traditional areas of service including logistics, officer rehabilitation, and documentation
- The public should be prepared for the suspension of routine police services as may be necessary until the civil disturbance is contained and controlled
- In the event of a civil disturbance, the Department will employ an Incident Management System that expands as the need arises
- Efforts will be made prior to a civil disturbance to identify, procure, and prepare equipment and supplies that may be needed to respond and recover from an incident of civil disturbance

### **Concept of Operations**

The following concepts of operation are applied during the management of a civil disturbance.

#### **General Concept of Operations**

Emergency Operations Plan  
General Order 10-1  
04/20/2010

The Department's response to a civil disturbance shall be coordinated through the emergency operations plan, a part of the City's overall emergency management organization. The Department has an alert system, which facilitates the coordination and integrates police preparation and response to a civil disturbance. Additionally, this system identifies the command and control elements that are executed under a unified command structure. The initial planning and coordination will occur once a credible threat is received. As the threat increases and becomes more specific, alert levels will be increased and the Incident Command Structure expanded to include Command, Operations, Planning, Finance, and Intelligence Sections. Once the Department has elevated to an Alert Level Orange, coordination meetings and conference calls will be initiated between other public safety agencies within the City and other law enforcement partners to ensure a coordinated response to the emergency. Because of the nature of a civil disturbance, a consolidated response will be required almost immediately.

## **Phases of Emergency Management**

### **Prevention**

The Department's Emergency Plan incorporates the principle of prevention. The Department maintains a myriad of members trained in surveillance, threat assessments, and response to ensure that steps are taken to prevent a civil disturbance.

### **Preparedness**

The nature of a civil disturbance is normally such that warning signs are apparent. Through training, exercises, and continual vigilance we can be prepared to execute a systematic response to a growing threat of a civil disturbance. By routinely participating in table top and practical exercises, we are better able to address the conditions and tasks we face during a civil disturbance and better our response.

### **Response**

Once it is determined that a viable threat exists that a civil disturbance will occur in Richmond, the Department will enter an Alert Level Orange that will include the activation and response of all Department resources. Depending on the size and scope of the disturbance, the department may request assistance of other state and federal resources. The first officer on the scene of a civil disturbance will immediately request assistance and advise the Division of Emergency Communications officer of the circumstances of the situation, notify his/her immediate supervisor and if the officer's life is endangered, he/she will move to a location of relative safety where the disturbance can still be observed and direct the responding units into the area.

Responding units shall arrive with all due safety, be alert to radio transmissions that indicate a change in the circumstances, listen for a report of use of weapons by the disorderly crowd. Responding units shall also be alert for directions for a safe entry or exit of the area as well as any instructions given by supervisors who are directing an organized police response. Officers should be aware of their surroundings as they arrive and keep radio transmissions to a minimum; only important information relevant to the situation should be communicated to DEC. Police vehicles are to be secured and protected from damage in a staging area. The staging area should be chosen for security and proximity. Keys shall be removed, windows rolled up, and doors locked. Keys should be turned over to the officer in charge of security for police vehicles.

The first patrol supervisor on the scene should evaluate the circumstances and notify the Watch Commander/Precinct Commander of his/her manpower needs and take charge and direct other units to an assembly point. The supervisor shall remain in charge until formally relieved by a supervisor of higher rank. The Watch Commander/Precinct Commander will



determine the nature and duration of the event and will notify the Major of Support Services who shall determine if the Crowd Management Team and Mounted Team should be called out. The supervisor in charge, whenever he/she deems there is sufficient manpower to overcome resistance, should organize available personnel for a coordinated police response to restore order and make arrests, notify the Watch Commander/Precinct Commander and monitor crowd conditions.

All steps necessary to protect officers, citizens and property shall be taken. An outer perimeter will be established to prevent citizens from entering the area until it is secure. Traffic officers will be utilized to seal off the area so that innocent citizens will not inadvertently come into the area. Uniformed officers shall be posted along retail corridors to keep vandalism and looting to a minimum. Only the amount of necessary force needed to effect an arrest should be used. All arrests made should be predicated on probable cause and be prosecutable cases. Prior to a coordinated police response, the supervisor in charge shall arrange for adequate transportation to be available to immediately remove prisoners from the scene. Arrangements for the utilization of "Mass Arrest" teams.

During normal business hours (0800-1700, Monday-Friday), the Commander of the affected Precinct will be notified by the first supervisor on the scene and has the responsibility to immediately respond to any acts of substantial disorder and take command of the situation. The Precinct Commander will determine the nature and duration of the event and will notify the Major of Support Services who shall determine if the Crowd Management Team and Mounted Team should be called out. The Chief of Police or his designee can initiate the callback of off-duty personnel at his discretion and will contact all pertinent personnel in the City Administration and advise them of the situation.

During non-business hours (1700-0800, Monday-Friday; Weekends and Holidays), the Watch Commander has the responsibility to immediately respond to any acts of substantial disorder and take command of the situation. The Watch Commander has the authority to call whatever on-duty personnel are necessary to restore order and hold over personnel scheduled to go off-duty. The Watch Commander shall make all necessary notifications, depending on the circumstances. During weekends and holidays, the on-call Major will be contacted instead of the Chief of Police. The Chief of Police or his designee can initiate the callback of off-duty personnel at his discretion and will contact all pertinent personnel in the City Administration and advise them of the situation.

## **Recovery**

The Department will face many challenges after the initial disturbance is over. The Department may be required to post officers at area hospitals to assist hospital security, crime scene protection, life safety operations, rescue and recovery, and property protection. Additionally, we must be prepared to face psychological trauma involving citizens, as well as Department members. Therefore, operational readiness and post incident emergency management must be maintained during this phase to ensure continuity of operations.

## **Conditions of Readiness**

### **Response Level Green**

No credible risk of a threat to public safety. Routine security is implemented, normal departmental activities. Normally characterized by planning and exercise activities

### **Response Level Blue**

A general risk to public safety with no credible threats to specific targets. Routine security, normal departmental activities. Review standard operating procedures and emergency plans. Inspect and verify the operational conditions of needed equipment and supplies. Review and update recall list for all members of the department.

### **Response Level Yellow**

A predictable or significant possibility of a minor threat to public safety. A period of specific action and preparation anticipating the possibility of increased threat. Actual response will be dictated by credible intelligence developed by internal sources or received from other law enforcement or security components. Department begins to meet and coordinate future activities which may be necessary should more information be developed

### **Response Level Orange**

There is information/intelligence indicating that a serious threat to public safety is imminent. Department mobilization will begin. A modified Incident Command System will be established and deliberate action to raise the level of proactive patrols and specialty units will begin preparation for upgrading facility protection at critical infrastructure locations

### **Response Level Red**

A major threat to public safety is in progress or has occurred. The Department will be fully mobilized through recall of selected sworn and essential civilian members. Critical infrastructures will be guarded by deployed personnel and a fully expanded Incident Command System will be in place.

### **Incident Command Procedures and Structure**

The Richmond Police Department endorses the Incident Command System as a basis for Departmental response. The ICS is an organizational process for the management of emergencies. The management of the Department during a civil disturbance will be built around the ICS structure. All operational components will utilize this system in the management of their responsibilities.

A civil disturbance or unusual occurrence may, by nature, be a small, easily managed situation involving a minimum of personnel and resources, or a major disturbance comprised of multiple events/locations. The proper utilization of police resources for these types of disturbances must be evaluated on a situational basis. The IC should consider information obtained from all sources to determine the best course of action to be taken to return the City back to normal operations.

### **Patrol Response**

The first arriving officer shall assume command of the incident as the Incident Commander (IC) until relieved by a supervisor. Upon arrival at the scene, the supervisor from the appropriate responding command will evaluate the totalities of circumstances and will assume the role of the Incident Commander (IC), as outlined in this emergency operations plan (ICS/NIMS).

### **Common Tasks of First Responders to a Civil Disturbance Incident**

#### **o Approach**

- ☐ Be Aware, Alert, and Cautious
- ☐ Identify what the threat is

- ☐ Ask questions and gather information

- o Route into the area

- ☐ Identify Cover and Concealment
- ☐ Identify Choke Points
- ☐ Identify Possible threats

- o Do not rush into the area

- ☐ Take your time and survey the scene
- ☐ Provide distance until threat has been identified or cleared

- o Watch the whole scene

- ☐ Be aware of surroundings – look for things out of place
- ☐ Be aware of snipers or other threats

- o Control the Scene

- ☐ Protect personnel and citizens by establishing protection zones depending on the event
- ☐ Alert and warn incoming responders
- ☐ Direct and account for incoming units
- ☐ Transmit key information to communications and on-duty supervisor
- ☐ Assess manpower needs to control the scene and mitigate escalations
- ☐ Assess medical needs of responders and victims
- ☐ Establish crowd and traffic control to minimize confusion and congestion while allowing for free access by emergency equipment
- ☐ Protect the crime scene and evidence
- ☐ Establish Incident Command System until relieved by on-duty supervisor

- o Traffic Direction and Control

- ☐ Ensure emergency vehicles are permitted to move freely to and from the scene
- ☐ Vehicles not actively involved in managing the incident are situated so they do not inhibit the access of emergency personnel and equipment. This may require the rerouting of all non-emergency vehicles around the vicinity of the scene.
- ☐ Divert pedestrians away from the scene to prevent injuries from the demonstrators and not to hinder personnel working the incident.
- ☐ Police personnel may use temporary traffic control devices such as cones and barricades in addition to manual direction and control of traffic and pedestrians.

## **Supervisor Response**

The first patrol supervisor on the scene shall establish a command post for the purpose of coordinating and directing police operations. The IC shall promptly notify the Division of Emergency Communications of the command post location. The IC shall survey the situation to determine the following:

- Specific Tasks for Arriving Supervisors

- ☐ Receive size up briefing and assess the situation
- ☐ What is the nature of the incident
- ☐ What hazards are present
- ☐ Do warnings need to be issued
- ☐ How large is the effected area
- ☐ What entrance and exit routes would be good for emergency responders
- ☐ Where is a good site for the Incident Command Post and Staging

- o Identify contingencies

- ☐ What could happen
- ☐ How will we respond

- o Identify needed resources

- ☐ What is needed to prevent escalation (Additional personnel, expanded control zones)
- ☐ What is needed to meet medical needs
- ☐ What is needed in terms of communication
- ☐ How long will it take to get them
- ☐ Are there special requirements – Bomb Squad, SWAT, HAZMAT

- o Establish a Plan

- ☐ Identify responsibilities and assign tasks
- ☐ Coordinate response with participating personnel

- o Take Action

- ☐ Document effort

The IC will be responsible for all personnel and actions taken during the course of the operation. Command may be transferred due to the complexity of the disturbance or the incident's duration or to personnel with more technical or tactical expertise. Command post operations should be employed any time a situation develops which presents a threat requiring unconventional police responses.

The IC will establish a suitable location for a command post with considerations given for, but not limited to the following:

- Communications: Radio, telephone, messenger
- Facilities: Staff operations, briefing and staging, vehicles, equipment storage, medical treatment, electrical equipment, helicopter operations, proximity to situation, accessibility, etc.
- Security: Public, press, hostiles, equipment

## **Response Actions**



In supporting the Department's mission, the priority of all personnel shall be to ensure life, safety, property protection and providing a secure environment. Numerous state and city statutes or city administrative protocols provide legal authority to assure our mission may be accomplished.

The IC will review intelligence information, assess and determine the appropriate level of response in accordance with the Richmond Police Department Mobilization Plan to establish an action plan to mitigate the incident. Personnel should consider the type of disturbance i.e.: peaceful demonstration, a large crowd, or active looting and riotous action when developing a response action. During all encounters, General Order 1-5 (Use of Force) shall govern the officer's actions.

Crowd management involves the use of police personnel, primarily on foot, who may utilize personal protective equipment, weapons and chemical munitions to initiate crowd management tactics for a variety of circumstances involving crowds. Crowd management tactics can be utilized in circumstances ranging from minor incidents to riotous behavior. The responsible Incident Commander will assess and determine the appropriate level of response, e.g. the decision to deploy personnel in riot equipment.

The City Attorney's Office shall be designated, as the City's lead legal advisor and the Office of the Commonwealth Attorney shall be utilized to assist in the prosecution of criminal offenses. Should an attorney respond from either office, an officer will be assigned as a Liaison to the Attorney.

### **Mobile Tactics**

The primary mission of the Crowd Management Team is to provide a rapid, high profile response to significant disturbances or isolated events. Crowd Management teams may be called upon in response to looting, the rescue of trapped or downed officers or citizens, terrorist activities, or disturbances caused by large groups of disorderly persons; especially when these incidents cannot be remedied by conventional police methods. These tactics include the use of personnel, personal protective equipment, weapons, chemical munitions and vehicles to provide a high profile response to significant disturbances or isolated incidents. A crowd management team consists of officers who are specifically trained in crowd management tactics, shield tactics and chemical munitions. A team consists of twelve officers and one sergeant. Each team is designed to be self-sufficient and may operate independently, or as part of a platoon.

A Crowd Management Platoon (CMP) is comprised of three or four Crowd Management teams, and commanded by a Lieutenant. The concept of a Crowd Management Platoon (CMP) has as its focus, the ability to provide a high profile, rapid and organized response to significant disturbances/problem locations, to effectively address the problem and then return to a stand-by-mode. CMT's staffing, command and control, training and equipment is designed to provide an effective response to looting, rescue of trapped or "downed" officers or citizens, clearing of hotel balconies and roofs, and disturbances caused by large groups of disorderly people who cannot be safely addressed by available resources.

The decision to commit Crowd Management Units will rest with the Incident Commander. The CMT Commander will determine, based on information received, the number of squads to deploy. Upon arrival at the scene, the CMT Commander will make a full assessment of the situation, request additional squads or platoons as needed, and plan the tactics to be utilized.

### **After Action Review (AAR)**

Once the incident has concluded, the IC will debrief the event with the appropriate personnel and the IC or

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his designee will submit an After Action Report, which will document problems encountered, training needs identified and any other pertinent information associated with the operation. An After Action Report shall be maintained in accordance with the Richmond Police Department emergency operations plan (ICS/NIMS) and shall document the following as applicable:

- a. Synopsis of incident.
- b. Resources/equipment required.
- c. Strategies/tactics employed.
- d. Evaluation.
- e. Injuries/deaths sustained by participating agencies.
- f. Roster/man-hours expended.
- g. Index of use of force incidents
- h. Evidence collection at the scene should be considered in preparation of this report
- i. Public Information Releases.

## **Tab C: Correctional Center Disturbance Annex**

### **Purpose**

This annex outlines the Department's direction and control concepts of operations for the coordination of a Department response to correctional center disturbances, focusing on the utilization of the Emergency Operations Plan and the Department's emergency management structure as the basis for the response.

### **Hazard and Vulnerability Analysis**

The following statements define several aspects of the Department's vulnerability:

- Correctional center disturbances and riots are happening more frequently.
- Correctional center disturbances and riots are destructive and violent in nature. Most incidents are brought about by unpredictable behavior of inmates.
- Correctional center disturbances and riots have been connected to one or more of the following factors:

1. Shortage of staff	6. Staff brutality	11. Poor grievance policy
2. Overcrowding	7. Lack of programs	12. Poor communications
3. Lack of training	8. Lack of medical aid	13. Staff turnovers
4. Corruption	9. Lack of education	14. Racial tension
5. Lack of Consistent Policies	10. Poor food quality	15. Drastic changes in policy
- Inmate demands in past riots have addressed many of these factors.

### **Situations and Assumptions**

The following situations and assumptions apply to correctional center disturbance planning as it relates to Richmond.

- The American Correctional Association defines Riots, Disturbances and Incidents in the following manner:
  - o Riot: When a significant number of inmates control a significant portion of the facility for a significant time period.
  - o Disturbance: A step down from riot because there are fewer inmates involved, and there is no control or minimal control of a portion of the facility by inmates.
  - o Incident: A step down from a disturbance because only a few inmates are involved and there is no control of a portion of the facility for any period of time by the inmates.
- An “unusual occurrence” will be defined as an emergency situation requiring more services, manpower, or equipment than is available to the Sheriff’s Office at the Richmond City Jail.
- Richmond City Jail routinely houses an over-capacity of inmates at any given time.
- The response to a serious correctional disturbance may require a coordinated and consolidated response requiring the activation of the Department’s Emergency Management Structure and the opening of the Emergency Operations Center

### **Assumptions**

- The Department will achieve the appropriate level of planning prior to and during an event to meet the risks and threats identified.
- The Department’s Emergency Operations Plan will serve as a guiding resource for the Department’s actions and planning
- The Department may be required to call upon non-involved departments to provide assistance in non-traditional areas of service including logistics, officer rehabilitation, and documentation
- The lead-agency for a correctional center disturbance shall be the Richmond Sheriff’s Office.
- Richmond Police Department personnel will assist the Sheriff’s Department.
- In the event of a correctional center disturbance, the Department will employ an Incident Management System.

### **Concept of Operations**

The following concepts of operation are applied during the management of an unusual occurrence such as a correctional center disturbance.

- General Concept of Operations

The Department’s response to a disturbance at the correctional center(s) will be coordinated through the emergency operations plan, a part of the City’s overall emergency management organization. The Department has an alert system, which facilitates the coordination and integrates police preparation and response during an unusual occurrence. Additionally, this system identifies the command and control elements that are executed under a unified